

REPORT OF AN INTERNSHIP IN THE COMMUNITY SCHOOL  
PROGRAM OF THE LEEDS AND GRENVILLE COUNTY BOARD  
OF EDUCATION ONTARIO

**CENTRE FOR NEWFOUNDLAND STUDIES**

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REPORT OF AN INTERNSHIP IN THE  
COMMUNITY SCHOOL PROGRAM OF THE  
LEEDS AND GRENVILLE COUNTY  
BOARD OF EDUCATION  
ONTARIO

Presented to the Faculty of Graduate Studies  
Memorial University of Newfoundland

In Partial Fulfillment  
of the Requirements for the Degree  
of Master of Education  
in Educational Administration

by  
Reginald Beaton Tulk

September 1974



## CERTIFICATE OF APPROVAL

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, an internship report entitled "Report of an Internship in the Community School Programm of the Leeds and Grenville County Board of Education, Ontario", submitted by Reginald Beaton Tulk in partial fulfillment of the requirements for the degree of Master of Education.

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## CHAPTER I

### INTRODUCTION

The internship to be described and analyzed in this report was carried out under the supervision of the Department of Educational Administration of Memorial University of Newfoundland in cooperation with the Leeds and Grenville County Board of Education in Ontario. The internship lasted for a period of eight weeks with the Leeds and Grenville County Board of Education serving as a base of operation. From this base the intern travelled to various boards and agencies throughout Ontario. Mr. Roland Glendinning, Coordinator of Community School Programs in Leeds and Grenville and the cooperating administrator for the internship, made the necessary arrangements for exposure to various agencies in his own district and throughout Ontario generally.

### RATIONALE FOR THE INTERNSHIP

The general rationale for the internship is outlined in a document issued by the Department of Educational Administration. The objectives stated include the following:

1. To enable the intern to develop a more comprehensive view of educational administration . . . . .



2. To provide the intern with the experience of carrying real administrative responsibility . . . .
3. To enable the intern to benefit from the experiences of the cooperating administrator . . . .
4. To provide a testing ground for the beginning educator whereby the adequacy of his training, probable success as an administrator, and the type of position for which he is best suited can be determined; and . . . .
5. to instill in the intern a correct interpretation of the code of professional ethics. (Department of Educational Administration, 1972: 4-5)

Besides their use as a means of intern evaluation these objectives point out the personal experiential benefits which should accrue to the intern. Therefore, the writer considers this report to be an important aspect of the internship, but secondary to the learning experiences of the internship itself.

#### OBJECTIVES OF PRESENT INTERNSHIP

The present internship resulted from the writer's interest in community education. The writer has long believed that the school must relate to and serve all the people of the community in which it is located. The Leeds and Grenville County Board of Education was identified as an organization in which the intern could observe and analyze an attempt to implement a community school program. The high degree of cooperation displayed by the Director of Education and the Coordinator of Community School

Programs of the Leeds and Grenville Board from the outset led to the decision to establish that area as the base of operation for the internship.

The internship proposal presented to the Department of Educational Administration in April, 1974, outlined the specific proposals of the present internship and posed nineteen questions related to these objectives. One of these objectives was to gain information on the initial implementation of the community school program. Specific questions related to this objective were:

1. What were the goals of the Board of Education as expressed by policy and personnel, which led to the implementation of a community school program?
2. What legislation and/or policy statements were made by all levels of government to implement the community school program?
3. In what way did the policy to implement the community school program emerge in the district? Did the impetus come from the community, from a particular group, from an individual or from an external source such as the Ontario Ministry of Education?
4. How and by whom were/are the needs of the community established?

The second original objective of the internship was to discover the medium of communication between the school

and the community. Questions proposed were:

1. What organizations have been used to accomplish communication?
2. What success has the program achieved in this regard?

The third major objective of the internship was to seek information on new roles and changes in established roles brought about by the implementation of a community school program. As well, it was hoped to ascertain the influence of such a program on the school. Questions formulated to meet this objective were:

1. What is the nature of the role of the Coordinator of Community School Programs?
2. What authority is deemed necessary for carrying out this role?
3. What is the source of this authority?
4. How has the community school program changed the role and sphere of influence of:
  - (a) the Board of Education;
  - (b) the Director of Education;
  - (c) the Superintendents;
  - (d) the Local School Committees; and,
  - (e) the Principals and Staff?
5. What effect, if any, has the changed roles had on the regular school program?

Another objective of some concern was the effect of community education on personnel and facilities. Questions



included were:

1. What extra professional and paraprofessional staff were needed for the program?
2. What extra facilities were needed for the implementation of this program?
3. How has the program influenced the type of structures necessary for future educational needs?
4. What extra financial commitments were and will be necessary for the carrying out of such a program?

Another objective of the intern's total involvement was to ascertain the implications of such a program for the Newfoundland system of education. To fulfill this objective the following questions were proposed:

1. What might the effects of such a program be on illiteracy?
2. How might a community school program improve school-community relations?
3. How might such a program enhance the effort to satisfy the ever increasing demands on other public services in this province?
4. What are the implications of such a program for financing education in a have-not province?

As the internship developed it became apparent that all of these objectives could be achieved only in a general sense. One reason for this was the broad scope of the questions included. Another was the fact that the Leeds

and Grenville program was relatively new. In some cases, only preliminary inferences could be drawn.

At the same time, during the course of the internship it became obvious that there were other possible objectives for the internship. As a consequence another group of questions dealing with the developmental process of community education was formulated. This objective asked such questions as:

1. How did the Coordinator of Community School Programs help the community, especially school personnel, realize the potential of community education?
2. What support had the Board of Education and the Department of Education given to the development of the concept?
3. How had community involvement and coordination of resources and services been established and maintained?
4. What institutional and organizational changes are necessary for future development?

This report is not intended to take each of these questions or objectives and deal with them in specific categories. However, in the ensuing pages of this report the writer attempts to come to terms with them in an on-going and logical manner of discussion and analysis.

## INTERNSHIP ACTIVITIES

The internship proposal listed some eleven different activities to meet the objectives outlined in the preceding section. Upon arrival in Brockville, a preliminary itinerary for the internship was prepared by the cooperating administrator and the intern. The itinerary was reviewed and the necessary alterations made every two weeks to ensure provision of the best possible experiences during the eight week period. A final copy of this itinerary is given in Appendix A of this report.

Because of circumstances beyond the control of the cooperating administrator and the intern, all of the eleven activities previously outlined could not be initiated. This was particularly the case with conferences outside the jurisdiction of the Leeds and Grenville County Board of Education. The activities engaged in by the intern were:

1. A two week period of familiarization with the Board's administrative structure, Board policy pertaining to community school programs and the schools in the district;
2. discussions and interviews. These formed the most extensive area of activity during the internship. They took place outside, as well as inside the jurisdiction of the Board of Education. This activity included discussions and interviews

with two other boards of education, the Regional Office of the Ministry of Education, the Ontario Institute for Studies in Education, and the Ministry of Education in Toronto;

3. attendance at meetings connected with the community school program of the Board;
4. collecting literature, correspondence and policy statements relating to community education and community school programs;
5. assisting the Coordinator of Community School Programs in writing a reaction paper to Interim Report Number One of the Provincial Government's Select Committee on the Utilization of Educational Facilities. The recommendations of the committee and the reaction paper are given as Appendix B to this report; and,
6. working with the planning section of the Leeds and Grenville County Board of Education on the costs of community school programs.

#### ORGANIZATION OF THE INTERNSHIP REPORT

Chapter I has attempted to give the background information, rationale, objectives and activities of the internship. Chapter II discusses the community education concept and related terms. Chapter III describes the setting, size and organizational structure

of the Leeds and Grenville County Board of Education. Chapter IV attempts to describe the implementation and components of the Leeds and Grenville Community School Program, and Chapter V outlines the contributions of other public organizations in Ontario to the furtherance of the community education concept. Chapter VI gives the writer's analysis of the community education process in Leeds and Grenville by placing it at some point on a continuum of community education and looking at some of the problems to be overcome if the concept is to further develop in the two counties. Chapter VII proposes some needs and considerations to be taken into account in implementing the concept in Newfoundland and presents a set of recommendations for the Newfoundland setting. The final Chapter provides a summary of the internship activities and report and presents suggestions for future internships.

## CHAPTER II

### COMMUNITY EDUCATION AND COMMUNITY SCHOOL

A basic step in the examination of any subject is a discussion of related terms to clarify guidelines for enquiry and to assure that those involved in the examination have a common base of understanding. For this reason, this Chapter discusses the terms community education, community school, and issues related to these two terms.

#### COMMUNITY EDUCATION

Community education has been defined in a wide variety of ways. Hickey states that:

Community education is a process that concerns itself with everything that affects the well-being of all citizens within a given community. This definition extends the role of community education from one of the traditional concept of teaching children to one of identifying the needs, problems and wants of the community and then assisting in the development of facilities, programs, staff and leadership toward the end of improving the entire community. (Hickey, 1969: 31-32)

Weaver gives another definition which points out that:

Community education is an attempt to marshall all the educational resources within the community to create a laboratory for the management of human behavior. Community education is a way of viewing education in the community, a systematic way of looking at people and their problems. It is based upon the premise that education can be made relevant to people's needs and that the people

affected by education should be involved in decisions about the program. It assumes that education should have an impact upon the society it serves. (Weaver, 1969: 10)

Minzey and LeTarte attempt to submit an all inclusive definition when they say:

Community education is a philosophical concept which serves the entire community by providing for all of the educational needs of all of its community members. It uses the local school to serve as the catalyst for bringing community resources to bear on community problems in an effort to develop a positive sense of community, improve community living, and develop the community process toward the end of self-actualization. (Minzey and LeTarte, 1972: 19)

Minzey and LeTarte's definition underscores the necessity of understanding the meaning of the term "community" as it is used in the community education concept. Within the three definitions quoted above education is used in a much broader sense than is usually understood by that usage.

The next two sections are therefore given over to a discussion of the two words, "community" and "education."

### Community

The term "community" has so many meanings that one cannot be sure any two people are using it in the same sense. Moreover, historically speaking, it has undergone a definitional change from a simple to a complex phenomenon. Newmann and Oliver state:

Nineteenth century sociologists (and early thinkers as well) compared human relationships and groups by referring to a general construct bounded at one end by the concept 'community' and at the other by 'society.' (Newmann and Oliver, 1967: 2)



Within this construct "community" is much like "Gemeinschaft", a term used by the German sociologist, Ferdinand Toinnes. Minzey and LeTarte summarized the characteristics of the Gemeinschaft society as:

- A. A relationship between persons largely based on kinship.
- B. People who know most of their neighbours.
- C. Continuity brought on through informal controls.
- D. Little division of labour.
- E. A self-sufficient community.
- F. People with a strong sense of community leadership.
- G. A general absence of special interest.

(Minzey and LeTarte, 1972: 21)

Given these characteristics one could define the human relationships that occurred in a community according to geographical and structural characteristics. A community could be defined as a geographical entity, occupied by people economically and politically independent of other communities but part of the larger society of the province, state or nation.

In a society characterized by Toinnes "Gesellschaft," defining community in terms of structural and geographical characteristics becomes somewhat more difficult. In the Gesellschaft society large numbers of people live within an urban, industrial environment, having a great many specialized institutions and persons to care for its religious, educational, economic, recreational, medical and political needs. People shift their place of residence and change their occupations and life styles several times within their lifetime. Speaking of the Gesellschaft

society, Newmann and Oliver state:

Because of mobility, specialization and a rapid rate of change, people have less in common with each other and weaker ties to a basic or primary group; their allegiances and loyalties are diffused among many social units instead of focused on one. (Newmann and Oliver, 1967: 7)

Given an accelerating movement towards the Gesellschaft type of society in the latter half of the nineteenth and the first half of the twentieth century it became necessary to look at human relationships not in terms of geographical and structural characteristics, but in terms of processes of human relationships. Thus we have John Dewey saying:

There is more than a verbal tie between the words 'common', 'community' and 'communication'. Men live in a community in virtue of the things which they have in common, and communication is the way in which they come to possess things in common. What they must have in common in order to form a community or society are aims, beliefs, aspirations, knowledge--a common understanding--likemindedness as the sociologists say . . . . . Persons do not become a society by living in physical proximity, any more than a man ceases to be socially influenced by being so many feet or miles removed from others. A book or a letter may institute a more intimate association between human beings separated thousands of miles from each other than exists between dwellers under the same roof. Individuals do not even compose a social group because they all work for a common end . . . . .

If, however, they were all cognizant of the common end and all interested in it so that they regulated their specific activity in view of it, then they would form a community. (Dewey, 1963: 26)

In this context "community" is defined not by its structural or geographical characteristics, but by the

interests, values, desires and purposes of people within a "global village." Community is now defined in terms of psychological processes and communication is the key to its formation and bonding. The psychological nature of community is illustrated by Minzey and LeTarte when they say:

The word 'community' must be viewed as a feeling rather than a geographical characteristic in order to effectively realize its potency . . . . . It implies closeness which might be characterized by a neighborhood. It also implies people who have common problems and common goals. (Minzey and LeTarte, 1972: 13)

Community, then, refers to a feeling of belongingness or closeness. It has now become a psychological concept referring to processes of human relationships rather than the structure within which these processes occur. In a Gesellschaft type of society this feeling of closeness must be maintained through communication whereby people become aware of each others interests, desires and purposes.

Given these developments one now finds definitions of community emphasizing:

(a) a set of households concentrated within a limited geographical area; (b) substantial social interaction between residents; and (c) a sense of common membership, of belonging together, not based exclusively on kinship ties. (Newmann and Oliver, 1967: 3)

In a society that has an ever increasing number of associations and human groups, an individual, using the first two criteria suggested above, could be said to belong to

a number of communities. However, people who accept the notion of "missing community" would point out that few, if any, groups fulfill the third criteria because of the relatively special and narrow functions that each of them serves. Newmann and Oliver (1967), in discussing the concept of missing community, point out that there are few institutions in mass society that perform the psychological or symbolic functions necessary for viable community.

They point out the causes as:

The growth of a centralized economic and political system, which, by concentrating on serving individual needs, has neglected and eroded community . . . . The process of centralization and specialization has caused the breakdown of communication among differing groups, the rise of transient rather than enduring relationships among people, the disintegration of common bonds and the reluctance to share collective responsibility. (Newmann and Oliver, 1967: 5)

The word "community", in the term community education, reflects beliefs and ideas similar to the Gemeinschaft society. Minzey and LeTarte emphasize these beliefs by suggesting:

If societal problems have been intensified with the loss of a real sense of community then the solution might be in the recapturing of this feeling. And while it may be impossible to return to the Gemeinschaft society, it may be possible to incorporate its strengths into our existing society by reorienting the existing social organization. (Minzey and LeTarte, 1967: 22)

With these ideas in mind community educators attempt by using the geographical community served by the elementary school, to develop a feeling of closeness or belongingness

within that boundary. At the same time they try to incorporate a feeling of the larger society as well.

The process of education becomes very important, allowing the human relationships necessary to a feeling of community to develop. The long range aims of community education to establish a sense of community is summarized by Muntyan:

First, it (community school) would hope to reintegrate or further the integration of, the population aggregate which it serves, trying to make that group a community in something more than the geographic sense. Second, it would hope to develop, with the group, what has been called the community process . . . . Third, it would hope to help resolve the personal and social conflicts which now undercut both community and community process. (Muntyan, 1947: 61)

### Education

"Education" is defined by Webster's Dictionary as "the process of educating, especially by formal schooling; teaching; or training." However, many educators now define the term as not only occurring in the formal setting of the school, but as a process that encompasses every experience of a person's life. It is to many people learning that does not necessarily entail a conscious attempt to teach. Learning and education are seen as being particularly related to living. We, therefore, have the renewed emphasis on making education relevant to life.

Minzey and LeTarte, quoting H.G. Wells and John Dewey, give two definitions of education that are particularly relevant to the community education concept. They state:

A more relevant definition by H.G. Wells states that: 'Education is the preparation of the individual for the community', or by John Dewey, who defines education as 'that reconstruction or reorganization of experience which adds to the meaning of experience, and which increases ability to direct the course of subsequent experience. (Minzey and LeTarte, 1967: 27)

Totten (1972), Minzey (1972) and Kerensky (1972) lend further clarification to the meaning of "education" as it is used within the community education concept.

A summary of their statements shows education to be concerned with:

1. Expanding the traditional school program to include all types of activities for school age children;
2. including adults, as well as school-age children, in all areas of academic, recreational, vocational and social education;
3. making the educational program more relevant by bringing the community into the classroom and taking the classroom into the community;
4. identifying and coordinating community resources to attack community problems;
5. decentralizing the decision-making process whereby individual communities identify and solve problems at the local level; based on the assumption that if you want people to accept change they must be involved; and

6. creating a sense of unity and purpose among members of the community.

### Process Versus Program

Kerensky points out the importance of distinguishing between community education as program or process when he states:

Some people mistakenly see community education as a neat package of programs. This view perpetuates the myth that simplistic solutions--- a course in ceramics here, a program for the disadvantaged there--- can solve society's complex problems. Community education is not a pre-conceived package. It is a process and all that a process implies. It puts meaning into the notion that people can and should make an input into the educational system that serves their community. It is a process that looks for procedures through which all community agencies may cooperate in the attainment of common goals. (Kerensky, 1972: 158)

Although process not program is important, community education in its initial stages might use programs to get the process started. Minzey and LeTarte point out the necessity of this approach when they state:

First of all, programs can be understood and are most appropriate in the early stages of community education . . . . In addition programs will tend to get buildings open and the lights on. Initially this will meet most expectations held by the school board, staff and community. In-depth understanding of community education requires an abstraction which takes time to conceptualize, but most of those exposed to community education will see the need for programs and activities. By starting classes and programs of various kinds for various age levels, there will be an immediate satisfaction and approval by school and community, and this will provide the atmosphere for future positive expansion of community education. (Minzey and LeTarte, 1972: 58)

While the program may be important in initiating the concept, it is imperative that one remember the ultimate goal of community education as the establishment of a process. This process concerns community involvement in decision-making and the cooperation of individuals and agencies in engendering a feeling of community.

In observing community school programs, therefore, one should not be solely concerned with the program aspect but rather with the ideas behind the program. In a later section the importance of this distinction is further discussed in relation to the Leeds and Grenville Community School Program.

### Community Involvement

The importance of this term in making community education a reality is discussed by Minzey and LeTarte:

The many problems which are plaguing our societies are compounded by the apathetic resignation of those who live within them. Action is dismissed by a feeling of powerlessness . . . . The solutions to problems and the changes required to improve our society can only be meaningful and long-lasting if such changes come from the community itself . . . . As they (members of the community) proceed, step by step, through cooperative ventures, they are able to recapture the feelings of involvement and a sense of community feeling which tends to motivate them toward joint efforts with like-minded persons. (Minzey and LeTarte, 1972: 29)

This statement emphasizes three factors that are of utmost importance to the administrator of community education.

These characteristics are:



1. Community involvement as a means of improving community feeling;
2. the evolutionary nature of community education, and,
3. the importance of understanding the nature of community involvement versus community control.

Community involvement can be defined as one of many communication systems the primary purpose of which is to aid in decision-making. It discovers and advises on those positive things that may bring educational improvement and efficiency, anticipates trouble spots or controversies, and by elucidating a positive information program avoids confrontation and crises. (Vail, 1973: 3)

To some members of the community, involvement is perceived as active cooperation with professional educators in the planning of facilities, program and instruction. Here, the community acts in an advisory capacity. Others perceive involvement as control whereby the school system responds to what the participants perceive as community needs. Between these extremes there are various degrees of power.

Vail (1973: 5) adopts from Arnstein a ladder typology where each rung represents an increasing amount of citizen power in determining actions of the school system. This typology is illustrated in Figure 1.

Community education does not see community involvement reaching the eighth rung of Arnstein's typology where

Degrees of	(8.	Citizen Control	--- full managerial power
Citizen	(7.	Delegated Power	--- majority of decision-making seats
Power	(6.	Partnership	--- enables them to negotiate and engage in trade-off with leaders
Degrees of	(5.	Placation	--- higher level tokenism allowing advise but retaining power
Tokenism	(4.	Consultation	--- citizens hear and are heard but lack power to ensure views will be heeded by powerful. Change?
	(3.	Informing	
Non-	(2.	Therapy	--- not to enable people to participate but to enable powerholders to 'educate' or 'cure' the participants.
Participation	(1.	Manipulation	

FIGURE 1

## A LADDER OF CITIZEN INVOLVEMENT

citizens have full managerial power of decision-making. This type of citizen control would result from not having a program of meaningful community involvement and a plan to incorporate community needs into decisions made. This type of decision-making model could lead to a situation where the professional educator is excluded from the decision-making process. This situation is as undesirable as the exclusion of the citizen. It seems that community involvement in the present framework would fall on the partnership rung of Arnstein's typology, but without the connotations of power attached to that rung. In this situation lay participants and professionals jointly undertake to make the best possible educational decisions.

#### Summary

In keeping with the above discussion and for the purposes of this internship community education can be broadly defined as a philosophy of education which attempts to:

- (a) Develop a feeling of belongingness in members of a community, which is not based on kinship but yet closely related to Toinnes' Gemeinschaft;
- (b) involve all members of the community in establishing an educational process whereby programs are developed to answer to their academic, social, economic, and recreational needs; and,
- (c) use the centrality of the school, with the community

as a basic resource, to pool the physical and human resources necessary to the implementation of the program.

### COMMUNITY SCHOOL

The community school is the means of operationalizing the broader educational philosophy of community education. It is the instrument through which the facilities and programs developed either by the school or by other agencies within the community are joined. It has the responsibility for relating needs to programs as implied by the community education concept. The school, in this situation, becomes a catalytic agent for bringing together all of the individual forces and factors which contribute to the total education program. Naslund gives a definition of the community school which shows its function as the facilitator of community education. He says:

A community school is a school which over and above its concern for the production of literate, "right-minded" and economically efficient citizens in terms of a particular social, economic or political setting, is directly concerned with improving living in the community in all the broad meaning of that concept in the local, state, regional, national or international community. To that end it is the consciously used instrument of the community, and its curriculum reflects planning to meet the discovered needs, with changing emphasis as circumstances indicate. Its buildings and physical facilities are at once a centre for both youth and adults who together are actively engaged in analysing problems suggested by the needs of the community and in formulating and exploring possible solutions to

these problems, solutions which are in turn put into operation to the end that living is improved and enriched for the individual and community. (Naslund, 1951: 70)

Naslund's definition gives a perspective on the ambiguity that often surrounds the term community school. The community school means different things to different people depending on the perceived needs and resources available at the local level. To some communities it means a place for recreation and adult education. To others it means a community service centre operated by the school and other community agencies in an effort to provide needed services, one of which is traditional education. The particular direction or emphasis, both financial and educational, is usually regulated by local wants and needs.

As used in this internship community school refers specifically to a school that:

- (1) Has established or is establishing processes of human interaction that further the development of a feeling of community, whereby, through taking the school into the community and the community into the school the school becomes the identifiable centre of the community;
  - (2) is organized in a manner enabling the community as a whole to be involved in deciding on the nature of its programs;
  - (3) is committed to the education of all members of the community in the broadest sense of that term;
- and,

- (4) uses the school and its personnel as a means of community involvement and the coordination of resources and services for the maximum benefit of the community.

#### SUMMARY

This Chapter has been mainly concerned with providing an overview of community education and community schools. The nature of community and community involvement, the community school as a vehicle of community education, and the process rather than the program aspect of community education have been emphasized. The following description and analysis of the Leeds and Grenville Community School Program will provide specific illustrations of these ideas.

### CHAPTER III

#### THE SETTING AND ORGANIZATION OF THE LEEDS AND GRENVILLE COUNTY BOARD OF EDUCATION

Before describing and analysing the community education program of the Leeds and Grenville County Board of Education, it is necessary to know the setting of the program, the size of the board's jurisdiction, and its organizational characteristics. By this means one should gain a better understanding of the tasks and problems facing those who would implement change in the nature of community education.

#### THE SETTING

The counties of Leeds and Grenville cover an area of approximately 1,800 square miles in southeastern Ontario. The southern boundary of these two counties stretches along the scenic Thousand Islands area of the St. Lawrence River for about forty miles. It is in this area that one finds the bulk of the population. The city of Brockville and the two towns of Gananoque and Prescott which border the St. Lawrence are the largest areas of population. Brockville, central headquarters of the Board of Education, is the largest of the three and has a

population of approximately 20,000.

Except for Gananoque's tourist trade, as the "Gateway to the Thousand Islands", and its light steel industry, the area around Brockville and Prescott provides the major source of employment. The industry found here is largely light manufacturing, comprised of such companies as Dupont of Canada, Automatic Electric, Black and Decker, Coca-Cola and Philips Cable.

Trade and commerce groups in the area have encouraged the establishment of pollution free industry and consequently one finds an area with a pleasant atmosphere.

People from the more rural areas of Leeds and Grenville find employment largely in dairying and by commuting to the larger centres. Kemptville, the home of Eastern Breeders, is world famous for its artificial semination farm.

Besides being the industrial hub of Leeds and Grenville, Brockville seems to set the predominant atmosphere or feeling towards education that is important to change agents. This city was originally settled by United Empire Loyalists and ties to the Old Country are easily recognized. However, as well as being traditional, Brockville gives evidence of modern growth. Along the St. Lawrence one can find majestic stone mansions supporting the claim that Brockville once had the most millionaires per capita in North America. On the other hand, the section



of the town back from the river gives evidence of the suburban home that is characteristic of modern industrial society. One has the feeling that in addition to two basic architectural designs there are two differing attitudes toward change, including educational change.

On the one hand there is the 'old guard' who believe that the school should concern itself with a classical education and the basic skills of computation, recitation and the sciences. On the other hand, one senses that there is an element that proposes a type of education whereby the basic skills are taught but in a manner that gives a great deal of individual choice, humanizes learning to a greater extent and makes education a lifelong pursuit. Furthermore, one gets the impression that the latter philosophy of education is expressed by the professional staff of the Board of Education and the former by many of the Trustees of the Board of Education. The result seems to be that there is a professional staff which could be classified as change agents who have to convince a board, largely peopled by conservative elements, of the need for change. The result is change by a process resembling osmosis.

#### SCHOOL DISTRICT SIZE AND ORGANIZATION

In 1969, the Ontario Provincial Government moved to consolidate school boards in order to create more efficiency in the administration of education. As a result the Leeds

and Grenville County Board of Education replaced several small boards in Leeds and Grenville counties.

#### Schools, Teachers and Students

The board currently has forty-four elementary schools and seven composite secondary schools under its jurisdiction. It has an elementary school population of approximately eleven thousand served by 464 full-time teachers, 86 part-time teachers, and 41 school aides. Its secondary school population is comprised of approximately six thousand students served by 347 teachers and 10 school aides. Each school has the services of a public health nurse and at least one secretary serving either full or part-time. Non-teaching personnel of the board includes two attendance counselors, two child-care workers, four consultants, five coordinators of elementary and secondary education, a coordinator of community school programs, and a psychologist. In addition to elementary and secondary personnel, the board has eight full-time and eight part-time teachers in the school for the trainable retarded.

The financing of this organization will require a budget of \$19,000,000 for the year 1974-75.

#### Board of Education

Boards of Education are comprised of sixteen trustees elected by popular vote to serve for a period of two years. Trustees are paid honoraria depending on

the population of the school district. In Leeds and Grenville, trustees are paid honoraria of \$200 per month.

~~Board elections are held to coincide with municipal elections. The political sphere of the Board of Education is geographically larger than that of any other municipal body in Leeds and Grenville. The political import of this body can be gleaned from a statement in one of the local newspapers which reads:~~

~~School board politics are hardly to be overlooked this year (1972) because of the interest in the mayoral and aldermanic races. With a budget of approximately \$15 millions, the taxpaying public has to be just as interested in the school board representation as in any public body. In addition to finances there are issues in contemporary education which need airing at the political level too . . . . (Brockville Recorder and Times, 1972: 4)~~

~~The activities of the Leeds and Grenville Board also receive wide coverage from several local newspapers. These newspapers are shown every courtesy and have a press gallery in the board room at Central Office. In the board room there is a public gallery capable of seating approximately fifty people. Although some matters are discussed in camera the press receive far more cooperation than they apparently do with some other boards of education. (Record News, 1974: 10)~~

~~The above discussion is important when considering input into educational decision-making, especially decisions concerning community school programs. Firstly, the Board~~

of Education is a body whose legislated responsibility is to protect the rights of the child to an education. Secondly, in spite of the intentions of trustees, that body is also political. Decisions, therefore, are made on the basis of their political appeal as well as their educational validity. One has the feeling that these factors are, in large measure, responsible for the support that trustees are giving to the community education concept in their district.

#### The Director of Education

The Director of Education is the chief executive officer and secretary of the Board of Education. Although the Board probably has many relationships with officials and teachers at a lower level of the administrative structure, the formal link between the Board and the school system is through this individual. He, therefore, performs two roles: one as an advisor to the Board and the other as the chief administrator of the system. His role is defined in a proposal for reorganization of the Executive Council which states:

The Director of Education shall be the chief executive officer and secretary of the Board. He shall be responsible for the development and administration of all Board policies. He shall keep the Board informed of developments in the whole field of education, and make recommendations that will promote a total program designed to meet the needs of the jurisdiction. He shall report periodically to the Board on the effectiveness of policies and programs. He shall coordinate the activities of

all departments, and be responsible for their efficient operation. He shall direct the preparation of the budget and be responsible for planning procedures. He shall prescribe the duties and responsibilities of employees under his jurisdiction. (Administrative Services, 1972: 3)

The above description clearly defines the formal role of the Director of Education. However, the individual occupying that role, as well as any other person who occupies a mediating role, will largely influence an educational system according to his own philosophy and aims of education. From discussions and conversations with the Director of Education, the Coordinator of Community School Programs and several principals within his jurisdiction it appears that the Director wholeheartedly supports community involvement and the community education concept generally. However, it seems that he would support that concept and its development only to the extent that it does not interfere with the rights of the child to an education in the most humane terms possible.

#### The Superintendency

Superintendents are responsible to the Board of Education through the Director of Education. The Board employs four Superintendents which are designated:

1. Superintendent of Curriculum;
2. Superintendent of Academic Personnel;
3. Superintendent of Business; and
4. Superintendent of Special Services.

Besides having responsibilities in a major field of administration each superintendent has an assignment for school supervision covering a certain geographical area. Because of the design of this structure principals occupy a much more autonomous role than would be possible in a system with other offices responsible for supervision in the field.

### Executive Council

The Executive Council is comprised of four superintendents and the Director of Education. Its purpose is to coordinate the various administrative operations, review and evaluate the operation of the educational system, initiate policy, and prepare agendas, reports, and recommendations required by the Board. The members of the Executive Council attend meetings of the Board and are available as resource personnel to the Board's Committees. It is a deliberating body concerned with jurisdictional matters and takes its direction from the Board through the Director of Education. All members of the Council hold equal responsibility with the Director reserving the right of arbitration on matters not readily agreed on by all members of the Council. (Administrative Services, 1972a: 7)

The Coordinator of Community School Programs, although he is responsible to the Director of Education and therefore holds a line position similar to the superintendents, is not a member of the Executive Council. The significance

of the exclusion of the Coordinator from membership on the Executive Council should become apparent in a later section.

#### SUMMARY

An attempt has been made in this Chapter to highlight those characteristics of the Leeds and Grenville County Board that are considered to be important in the discussion and analysis which follows. Because the scope of this report is largely concerned with community education and community school programs in Leeds and Grenville only those comments pertinent to the development and implementation of that concept have been emphasized in the description.

## CHAPTER IV

### COMMUNITY EDUCATION IN LEEDS AND GRENVILLE

The major objective of the internship, as stated earlier, was to observe and participate in the Community School Program of the Leeds and Grenville County Board of Education. However, what the intern actually observed was more a stage in an evolutionary process of community education. In order to properly describe events in Leeds and Grenville, therefore, it is necessary to keep the following in mind:

1. One will not find a facility in Leeds and Grenville that can be called a community school. Rather, one will find a number of programs aimed at creating a process similar to the community education process; and,
2. there are other organizations in Leeds and Grenville whose programs play an important role in the events that are contributing to the community education process in the two counties.

With these two factors in mind the two major sections of this Chapter are entitled, "The Community School Program of the Board of Education" and "Other Important Organizations."



## THE COMMUNITY SCHOOL PROGRAM OF THE BOARD OF EDUCATION

### Implementation of the Community School Program

In 1969 regional boards of education were organized in Ontario. These replaced much smaller boards centred around municipalities. At the same time there developed an apparent concern for greater community involvement in educational affairs. Glendinning, writing of Leeds and Grenville, states that:

. . . educationists were wrestling with the necessity for creating a better educational climate in the community. Parental involvement in, and understanding of the school programs, were considered to promote more positive attitudes in the home. Direct avenues of communication and involvement were explored in an endeavour to enhance the quality of education. (Glendinning, 1972a: 2)

In partial answer to this need the Board established school committees with the expressed purpose of giving the community a more direct voice in educational matters. The necessity for these committees was pointed out in the Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario when it started:

. . . as school boards become concerned with large numbers of schools and wider geographical areas there may be a developing need for a more formal pattern of communication between the school and the area it serves. Both the school and the parents might benefit by the formation of a school committee in each school with members elected at a meeting of the school community. The purpose of such a committee would be to aid the principal and his staff in interpreting the school to the community, to keep the principal and staff informed and aware of the needs of the community, to support their school in its relationship to the school board,

and generally to provide for and maintain a degree of local interest in the school among people whose school trustees will be more remote than formerly. (Ontario Department of Education, 1968: 149)

Since the Director of Education with the Leeds and Grenville Board of Education was Co-Chairman of this committee, it is not surprising that in 1969-70 the Board established school committees.

According to the Coordinator of Community School Programs, the Director of Education strongly encouraged the Board to further link the community and the school. As a result, investigation of the community school concept was initiated. A committee was sent to Flint, Michigan, to explore the community school program there.

In 1970, the Ministry of Education through its Youth and Recreation Branch initiated three community school projects in Ontario. The Ministry expressed interest in pilot projects stressing community use of schools, and public participation. The Director explained to the Board that the Department might be interested in a program of Community use of Schools. On April 13, 1971, the Board established a Community Use of Schools Committee to explore the matter with Department officials.

Through its investigations in Flint, Michigan, the encouragement of the Director of Education and the explorations of the Community Use of School Committee, the Board concluded that the principles of community education were

basically sound. (Glendinning, 1972a: 6). It, therefore, placed community use of schools on a priority basis.

At the same time, the Director of Education was negotiating with the Youth and Recreation Branch for acceptance of the Community Use of Schools Program as a two-year project. He pointed out the two-year period was needed to:

1. . . . provide sufficient time for the coordinator to proceed carefully along evolutionary, developmental lines without the urgency implied by a trial period of one year. This two year period would be considered more appropriate as the first phase of a project designed to meet the ultimate needs of school communities;
2. . . . offer assurance to the department that the Board was fully committed to the success of the project, beyond the period of Departmental assistance;
3. . . . serve to encourage the Department of Education to see such programs as a continuing area for grant assistance. (Director of Education, 1971: 2-3)

This recommendation was stated by the Director of Education in the "Terms of Reference for the Appointment of a Coordinator of Community School Programs" prepared in response to a request from the Committee on Community Use of Schools. However, the Committee recommended to the Board that the probationary period be for a period of one year. The Board accepted the latter proposal after the Ministry of Education had agreed to underwrite the cost of the project to the extent of \$15,000 for the first year. In June, 1971, the Board moved that a Coordinator of Community School

Programs be appointed. After advertising in the newspapers of Toronto, London, Windsor, Ottawa, and the local communities and the receiving of some 233 applications, Ronald H. Glendinning was chosen for the position of Coordinator of Community School Programs. He assumed his responsibilities on January 4, 1972.

During the initial stages of implementation several points are worthy of note. The Board's short range goals were to encourage greater public use of school facilities and a greater degree of public involvement in education. However, in the Terms of Reference and a memorandum written to the Coordinator of Community School Programs welcoming him to the staff, it is evident that the Director of Education envisaged the long-term benefits of the program. In the Terms of Reference he states:

A Community School Program means much more than extended use of school facilities. In the ultimate sense, such a program is one which is designed:

- to increase the knowledge of the community about the school and its service to the community;
- to encourage greater participation of individuals in the use of the school;
- to extend the school's service as a cultural resource in the community;
- to encourage the involvement and cooperation of other agencies within the community;
- to enhance a sense of identity and esprit de corps among the people of the school community;
- to build a sense of involvement and commitment in the school as a centre of service in the community;
- to assist schools in making greater use of community services.

Seen in this light, such programs are by nature evolutionary. They are not imposed upon communities but are encouraged and allowed to develop according

to the interests and insights of the people from these communities. Thus such activities do not develop along identical lines, or according to a time schedule, and their variety and complexity might be as great as the number of school committees in the area, and the degree of interest shown by individuals. Effectively encouraged, the concept of community schools develops over a period of time out of a growing awareness that the school is more than a 'knowledge factory' or even a hardware facility. It is, or can become, a cultural cohesive force for the cultural and recreational benefit of all who share it. It is toward the development of that concept that this present proposal is presented. (Director of Education, 1971a: 1-2)

In his memorandum to the Coordinator of Community School Programs, he lends further clarification to the method of development and the approach to the program that he wishes the Coordinator to take. The memorandum read as follows:

There are very few precedents established for this position of responsibility. It is therefore important that you appreciate the pioneer nature of your work . . . .

A fundamental characteristic of your role is that of dual reflection. Thus it is almost another dimension, and that dimension is found in the various school committees. You are therefore not an educator per se, nor a superintendent nor even committed in the usual educational sense. On the other hand you are all of these things and many more. This characteristic will be one of the challenges since it must be learned by school personnel and members of the community alike.

It would appear to be a proper approach if you began gently in areas that have expressed interest, need or desire. Remember that the impulse is to provide for greater use of the school facility and to link the school and its community in mutually acceptable relationships. This may be difficult without the principal feeling he has lost his leadership role and without the community feeling it is a second class citizen 'permitted' to use the cloistered institution. (Director of Education, 1972: 1)

These two statements point out three aspects of the Leeds and Grenville program that are entirely in keeping with the philosophy of community education discussed in Chapter II. First, the statements clearly indicate that establishing the community education process is an evolutionary rather than a revolutionary development. Secondly, many attitudes will have to be changed. These two aspects of community education are not entirely unrelated. Lasting attitude change, under normal circumstances is an evolutionary occurrence. If one takes these two realizations into account, then it is clearly the case that one will see the process of community education develop differently in different school communities. Thirdly, the statement indicates the long range goals of the program are to build a spirit of community and make the school a cultural resource centre in the community.

One can use these two statements to conclude that:

1. The short range goals of the Board of Education were community use of schools and public involvement in education; and,
2. the ultimate goal of the Board of Education was the fostering of a feeling of community through use of the school as a cultural resource and service centre in the community.

#### The Role of Coordinator of Community School Programs

The role of the Coordinator as defined by the "Terms

of Reference for the Appointment of a Coordinator of Community School Programs" reads as follows:

The Coordinator shall occupy a line position, responsible to the Director of Education. He (or she) shall serve as a resource coordinator in the school communities throughout the jurisdiction with the following intent:

- to assess the interests and needs of the various school communities throughout the counties;
- to meet with various groups and agencies which show an interest or desire to further their involvement in programs or activities involving the schools or facilities owned or operated by the Board of Education;
- to cooperate with school principals and staffs in promoting or developing community programs or activities related to the schools;
- to offer, as invited, information, ideas, assistance and guidance to groups or agencies interested in developing programs or activities in school communities;
- to foster, in cooperation with the principals, ways by which schools can extend into the community;
- to assist schools in utilizing the various services and resources of the communities;
- to assess the development of the project during the first year and report to the Board through the Director of Education.

It shall not be the responsibility of the Coordinator to coordinate, timetable, or grant permission for the use of individual schools or facilities. It shall not be the role of the Coordinator to unilaterally introduce, initiate, describe or control, programs or activities in a community. (Director of Education, 1971: 4)

It was previously pointed out that the Director and his immediate subordinates, the Superintendents, make up the Executive Council. This group seems to be the chief advisory and decision-making body in the administrative structure. Yet, unlike the Superintendents, the Coordinator is not a member of the Executive Council.

Close study of the quotation above reveals his role to be somewhat of an osmotic change agent. This fact seems to be closely related to his nonmembership on the Executive Council. As the Coordinator ~~and~~ the Director both pointed out, it is imperative that he neither be tied to the system nor see matters completely through the eyes of the community or the Board of Education, but from all points of view. Far from being as simplistic as it appears, it is a role of enormous complexity. However, as a means of realizing the long range goals discussed above the role seems much more feasible when seen in this manner.

The general thrust of the Coordinator's role seems to have the threefold intent of:

1. Making community education a reality by evolutionary rather than legislative means;
2. facilitating a change in attitude of a whole school community, including professionals as well as laymen; and,
3. allowing him sufficient latitude to engender trust from the community as a whole.

#### The Community School Program

It should clearly be understood that all programs are not equally successful in all schools. It should also be understood that references are made only to those programs that the writer had the opportunity to observe and discuss. Other schools may, and no doubt do, have



successful programs but because of time limitations the intern observed only a limited number. The schools studied by the writer were chosen on the basis of his initial observations and reflected both successful and unsuccessful attempts at community school programs.

Generally speaking, the Community School Program of the Leeds and Grenville County Board can be described under the following headings:

1. Parent Volunteers;
2. School Committees;
3. Community Use of Schools; and,
4. School Use of Community.

Parent Volunteers. A rural school and an urban school that use an organized approach to the use of parent volunteers are Rideau Centennial in Portland and Commonwealth Public School in Brockville. The principals of both these elementary schools organize their programs similarly. However, except where stated, the organizational description used below is based on the Commonwealth model because it has more publications and statistical information on parent volunteers.

A brochure circulated by the Board of Education and Commonwealth school points out the rationale for volunteers when it says:

The main reason and need for informing and more important, involving the school community is that as public participation and understanding increase so

does the QUALITY of the schools. (Leeds and Grenville County Board of Education, 1971: 1)

School aides are used in every school in Leeds and Grenville. These are distinct from volunteers in that they are paid personnel. Commonwealth Public and Rideau Centennial use these school aides as Coordinators of Volunteers. Appendix C lists the activities carried out by the volunteers.

In September of each year a letter is sent out by the Coordinator of Volunteers to the parents of all students asking them to serve as volunteers, explaining the need for their help in seventeen different areas, asking for the regularity with which they can serve, the subjects and levels in which parents would prefer to work and whether a person has previously been a volunteer.

When the preference sheet is returned a card catalogue is prepared listing all pertinent information. A Master Sheet with names, addresses, and telephone numbers under different headings such as Remedial Unit, Field Trips, Library and Special Talents is then developed. A Telephone Committee, formed from the card catalogue, then attempts to set up an Orientation Meeting by calling all the volunteers from the Master List. A Volunteer Requisition Form is filled in by the teacher and returned to the Coordinator of Volunteers after the Master List has been prepared. This describes the type of work the teacher wishes done and the day and time they require the volunteer.

At the Orientation Meeting the volunteers are reminded of the basic rules and given different areas of need, provided the opportunity to meet teachers, given answers to any questions they may ask and made to feel at ease. After discovering the teachers' needs by means of the Volunteer Requisition Form and the volunteers' interests and availability by means of the Master Sheet the new volunteer is taken to meet the teacher and shown the classroom and the location of materials. At the end of the school year, the staff gives a Thank-You Tea for all the volunteers. The volunteers are given a Volunteer Evaluation Form asking them how they feel about the program, would they like to come back next year and asking them for their recommendations. (Hart, 1973: 1-3)

Appendix C shows the organizational characteristics of the program in more detail by providing a copy of the letter and the Preference Sheet sent to parents, the Staff Request for Volunteer Service, the Guidelines for Orientation Meetings, the Volunteer Evaluation Form and a list of the kinds of services performed by volunteers.

The Commonwealth Volunteer Program started in 1969-70. Teachers were not required to use volunteers but were made aware that an attempt was being made to procure volunteers if the teachers wished. In 1969-70 three of thirty teachers attempted working with volunteer parents. Due to the success of the 1969-70 year and the

encouragement of the principal, twenty-seven of thirty teachers used volunteers in 1970-71. One of the teachers who had originally opposed the use of volunteers gave her reasons to the intern. In summary she felt

1. She was being paid to accept all responsibilities for the children and programs in her room;
2. it would be difficult to be herself. Rather she felt she would be pretending to be always soft spoken, interesting, entertaining and an ideal teacher instead of occasionally losing her temper;
3. if parents could come in and work with students on a program then there could be little justification for placing herself as the trained, responsible adult in the room as opposed to any adult;
4. that some parents would resent their children being supervised by other parents--perhaps neighbours;
5. that parents might become aware of and pass on confidential information, whereby the school would lose the confidence of the community; and,
6. that since many cutbacks could occur in the teaching field, parents would be putting teachers out of jobs.

In addition to describing how the teacher's feeling of security might be threatened, this teacher expressed

real concern that could be detrimental to the welfare of the child. Principals and teachers throughout Leeds and Grenville particularly emphasized the need to ensure the maintenance of confidence in setting up volunteer programs. The same teacher has changed her feelings about parent volunteers and now uses them extensively. Dismissing her fears she points out that volunteers are:

1. Enabling the school to increase the number of programs offered at the school, have enabled it to increase the remedial staff and freed one staff member to assist teachers on a need basis;
2. helping students learn to work with other adults, decreasing problems of integration;
3. increasing the understanding of the community towards children experiencing learning problems as well as school programs in general;
4. taking a positive picture of the school into the community;
5. taking their job seriously and have respected all information as confidential; and,
6. reliable and receptive to suggestions regarding problems, programs and techniques.

One suspects that the present confidence of teachers in Commonwealth School is due to the careful and understanding methods used by the principal and Coordinator of Volunteers in organizing and running the program. The Coordinator of

Volunteers, who is a school aide, was hired in 1971-72. Since then the total hours of volunteer service have increased from 1,621 in 1971-72, to 6,201 in 1973-74.

From observation and discussions in Leeds and Grenville there appear to be several factors that one should consider in establishing volunteer programs:

1. Teachers must not be coerced into accepting the program but enter of their own volition.
2. Time must be allowed for the program to develop.
3. Programs should be started on a small scale whereby the necessary organization and attitudes are allowed to develop.
4. Confidential information must be kept confidential in order to maintain a feeling of trust between the community, the student, the teacher and the volunteer.
5. It is very important that the right person be matched with the right teacher. The Coordinator of Volunteers serves a very important function in this regard.
6. The parent volunteers must feel he or she is doing a job that is equal to their competence and not just clerical duties.
7. The teacher must feel that the volunteer is not a substitute for him but a person supplying supplemental and supportive services.

8. A human relations approach is necessary if the volunteer is to feel a sense of reward and be motivated to continue.
9. Volunteers should receive necessary preparation if they are to feel a sense of accomplishment and be of service to the teacher.
10. Not every person is suited to be a volunteer.

Information distributed by Commonwealth School points out that the volunteer should be a friendly, reliable person, love children, feel deeply his obligation to the school as a citizen, have education, work experiences and physical fitness commensurate with the task to be performed, recognize that educational handicaps contribute largely to the waste of our human resources, be willing to acquire necessary skills and have time and a willingness to serve.

Rural schools experience some problems not experienced by urban schools. One of these problems is transportation. Rideau Centennial, a school of two hundred students, has no families within walking distance of the school. However, this problem is alleviated by the same school. Many people provide their own transportation, travel with the staff, or use the school busses. Another problem that many principals pointed out to the intern was a lack of human resources in the community. However, they also pointed out that there are many resources not

being used that could be utilized.

All the schools visited by the intern used volunteers in varying degrees. However, many, because of overriding factors that will be discussed in a later chapter, did not use them as extensively and on a much more informal basis than Commonwealth and Rideau Centennial schools.

School Committees. School committees were established for each school in the district in 1970. As previously pointed out, the Leeds and Grenville County Board of Education replaced a number of smaller and fairly isolated boards. These smaller boards were within the school district and, although communication may not have been always possible between the community and the school, it was not because of physical distance. However, with boards that covered a larger geographical area, there was need for a body to maintain communication at the local level. The 1970-71 "Terms of Reference for School Committees" clearly shows this to be the intention of the Board of Education:

. . . the employment of school committees is prompted by the simple desire to provide, as democratically as possible, means whereby the various parts of the school community can have a greater voice in deciding what goes on in our schools. This desire is in recognition of the need for teachers, students and lay persons to have some influence in areas that affect their lives or their work. It is also in recognition of a need to provide for maximum public and



professional participation in order to provide for education that reflects as much as possible the needs of the school communities. (Leeds and Grenville County Board of Education, 1970-71: 1)

The 1971-72 "Terms of Reference" showed the Board's continuing efforts to attain this goal. It stressed this function of school committees as follows:

To encourage and develop public consultative participation in school planning and activities and to encourage volunteer assistance in the schools . . . . To encourage and recognize the importance of maintaining clear avenues of communication between the various sectors within the educational community, and to facilitate endeavours to that end . . . . (Leeds and Grenville County Board of Education, 1971-72: 2)

One of the elementary school principals pointed out that, unless schools involve the community and communicate to it in a meaningful way, confrontation rather than co-operation with the community will be the result. The tragedy of this situation, he maintains, is that nothing will be solved and the child's rights to an education will be damaged. One can only assume that one of the purposes of the committee is an anticipation of such an occurrence. The parameters of school committees are clearly stated by the same terms of reference:

The school committee shall not consider its scope to include the disposition or criticism of individuals within the school community. Problems related to personnel are more properly solved by other means or channels.

The school committee may recommend programs or approaches to learning or organizations. This does not include the introduction of courses of studies or programs except with the approval of the Executive Council through the office of the principal; however,

school committees may examine major curriculum changes before Board approval. (Leeds and Grenville County Board of Education, 1972: 3-4)

School committees are committees at large and are comprised of teachers, adults of the community and students. Principals and Vice-Principals are considered ex officio members of the school committees. Principals may have their opinions recorded on any motion at the time of the school committee meeting. The principal is considered a resource person to the committee and is responsible for assuring that cooperation is available in such areas as the provision of a suitable meeting room, paper, duplicating services and secretarial assistance. (Leeds and Grenville County Board of Education, 1972: 3-4)

School committees have their own school committee Executive which is elected in spring or autumn. Total membership is left to the discretion of the school committee at large but there must be a minimum of four members on the Executive. Principals and Vice-Principals are ex officio members of the Executive and the principal is responsible for notifying all sections of the community of the first meeting of the school committee at least two weeks in advance.

To facilitate communication between different school committees of a school attendance area or family of schools and gain a consensus of opinion, the Board has attempted to set up Area School Committee Executives. Each Executive

is comprised of one member from each School Committee with the exception of the secondary school, which has an additional student representative. Public Area Meetings may be called from time to time at the request of a school committee through the Area Executive Committee. (Leeds and Grenville County Board of Education, 1972: 5)

In order to further facilitate communication and provide input at the district level the Terms of Reference establish a procedure for the conduct of meetings on a district level. Central meetings may be called by any three school committees or by the Director of Education. Communication is also made possible by Section E of the Terms of Reference which states:

All committees shall keep minutes of all meetings. Minutes of meetings shall be distributed as follows: to respective school principals and superintendent; to Staff Assistant (Academic) at the Board Office.

The Staff Assistant (Academic) shall be responsible for publishing in the School's Bulletin (or other public organ selected for that purpose) excerpts from minutes of Committees that are of interest to other committees.

School committee concerns may be presented at any six levels depending upon the nature of the concern and the inclination of the School Committee. The six levels are: school principal, school community, Area Executive, Central Meeting, Executive Council and Board. School Committees should attempt to resolve local problems with the principals and the Executive Council prior to approaching the Board.

The chairman and secretary of School Committee Executive shall receive Agenda and the Minutes of Board meetings, and certain information from the Executive Council to be sent from time to time as interest warrants. Chairmen involved shall be responsible for communicating such information to Committee members.

Immediately after the elections, all Committees shall submit to the Staff Assistant (Academic) at the Board Office, the names, addresses and telephone numbers, including business telephone, of all officers.

This description of school committees provides evidence that there are established means of communication between the Board and its community. Communication channels can be used, however, to control as well as communicate. For this reason the writer felt somewhat apprehensive of the effect of school committees at the beginning of the internship. It became apparent that the effect of any committee depends not only upon the Terms of Reference, but upon the attitudes of the personalities involved.

The three key factors involved in the success of this type of committee seem to be the attitude of the Board of Education as expressed by the Coordinator of Community School Programs, the attitude of the principal and the understanding of roles by segments of the community. The intern can only state from his experiences of watching the Coordinator at work that his encouragement of school committees to work in a positive and constructive manner is indeed evident.

The principal of the school is an important person in the success or failure of school committees. Before the establishment of the Leeds and Grenville County Board, principals held positions of prestige as advisors to the Board of Education in their own local community. In many

instances they regarded the school as their domain, and outside interference was prohibited. It is apparent that some of them still have the same attitude. Such an attitude is inimical to the openness suggested by community education. On the other hand, the intern saw evidence which indicated that the success of many school committees was due primarily to the principal's attitudes.

The third important factor is a misunderstanding of roles. School committees are primarily intended as consultative and advisory bodies. They are not intended to be decision-making bodies. If consultative committees are not listened to or misunderstand their roles then frustration, conflict and eventual dissolution occurs. One has the feeling that some people in Leeds and Grenville think the Board does not make proper decisions and does not listen to requests. In some cases, this may well be true; yet, the writer has the feeling that if proper channels are followed and the request is sincere the Board does listen. Given the political nature of this body it is difficult to see them doing otherwise. However, a worse situation than not being listened to occurs when political opportunists use school committees to further their own ends, by-pass the channels provided and attempt to sensationalize issues by going directly to the Board of Education. The Director of Education is highly concerned that the right of the child to the best education

possible be maintained. It is not difficult to see that while the community process, or any process of community involvement is being developed one is in danger of being subjected to political pressure groups. The principals interviewed cited examples of where this had occurred in minor cases in Leeds and Grenville, but, because of the requirement that they follow certain channels of communication, unfavourable consequences had been avoided.

In summarizing this section one should indicate that the Board of Education is to be commended for its efforts to establish a communication link with its community. However, the writer feels that the Board needs to establish the roles of the various segments of the education community in a much clearer manner and communicate the nature of these roles to its community through every possible channel. It should be reiterated that in the final analysis the success or failure of school committees will depend upon the principal's willingness to inform and involve his school community.

Community Use of Schools. The Chairman of the Leeds and Grenville County Board of Education informed the intern that the school has always been available to the community under certain conditions. However, a concerted effort was made by the County Board to increase this community education activity with the hiring of a Coordinator of Community School Programs. The Coordinator

expressed the nature of this development when he said:

The promotion of this concept has arisen largely from the 'grass-roots'. People who, evening after evening, passed the school and saw it as an un-used publicly owned facility, began clamouring for its wider use. In the eyes of the public it was their building since their tax money had helped to build it.

Surprisingly enough, this public outcry was welcomed by the educators. Now, at long last, the man-in-the-street was taking an interest in the school, however pragmatic his intentions. This could be mutually beneficial. Functions within the community can now take place in a setting of common interest, and having the public within the confines of the school, whatever the auspices, produces positive results in education. (Glendinning, 1972a: 3-4).

There is no doubt that community use of schools can contribute to good public relations. However, the Coordinator pointed out to the writer on numerous occasions when confronted with this statement that indeed it is good public relations but much more. The developmental direction of the community use of schools and his own statements lend support to his contention. He states:

To be effective, Community Use of Schools must be community sponsored rather than initiated by a school board or a particular school staff. Some boards have moved quickly to jump on the bandwagon of Community Use of Schools. They have established Community Schools by employing a full or part-time supervisor for each school. He is responsible for the organization of a complex rostrum of activities for all ages. These activities, many of which do not even have volunteer community leadership, run from 6:30--11:00 p.m. and all day Saturday.

Although in some particular areas, such as the inner-city communities, this approach may be necessary and apparently effective, generally it tends to be imposed upon the community and thereby loses much of its spontaneity and effectiveness. Even the elaborately organized and highly financed program in Flint, Michigan, loses some of its effect

at this point.

The Leeds and Grenville Board of Education has acted wisely in suggesting that the organization and people in our communities be encouraged to use the educational facilities for the activities which they feel are most productive and most necessary to the community spirit. (Glendinning, 1972a: 4)

The Board, as Glendinning points out, could have set up an elaborate set of programs and thereby gained a great deal more publicity, but, in so doing, would have lost a great deal of the effectiveness of the community education process. It seems, therefore, that this program is intended to:

1. Allow the community to decide on the nature of the program carried on within the school facility; and,
2. develop a spirit of community as the community decides.

The activities and programs carried on in the school facilities are subject to the rules and regulations stated by the Board. (See Appendix D). These describe the conditions under which the applicant is permitted to use the facilities, the responsibilities and powers of school authorities, the conditions of charge, if any, and the time line required for applications to be processed.

Applications for the use of school facilities are made through the principal. However, the Coordinator of Community School Programs, in conjunction with the school principal attempts to find solutions to problems that may



arise in the interpretation of Board policy to applicants refused permission to use facilities. Fees, where applicable, are collected by Central Office.

The extent of the use of educational facilities in Leeds and Grenville can be ascertained by calculating the number of people-hours the facilities were occupied. Through the applications submitted for use of the schools the number of people-hours can be calculated by multiplying the number of hours a group used the facility by the number of people in the group. From January to April, 1974, the facilities were used for approximately 130,000 people-hours. The activities included such things as: baby showers, dances, sport and recreation programs, union meetings, teaching seminars, church services, food forums, concerts and lectures. In these terms there seems little doubt that the Board has experienced some success with this policy.

As part of its efforts to provide better service to the community the Board, through the Community School Coordinator and the school principals, has been endeavouring to reach cooperative agreements with the various townships whereby school libraries can be used for the benefit of the whole community. Under such agreements the two bodies share the costs for operation of the library. While in Leeds and Grenville the intern attended the opening of one of these community libraries. As was pointed out by

the principal and the Coordinator of Community School Programs in their remarks, the library is the centre of the community as well as an important part of the school. If the interest shown on opening night was any indication, this project will enjoy great success.

While qualitative benefits arise from every aspect of the Community School Program a discussion of costs is more appropriate to Community Use of Schools. Parent volunteers and School Committees expend human and physical resources but the costs of the program is more apparent in this sector of the total program.

Boards of Education in Ontario receive funds for two kinds of expenditures. Ordinary expenditure includes such expenditures as salaries, supplies and maintenance. Extraordinary expenditure includes transportation, debt charges, capital expense and payment on municipal debt.

For ordinary expenditure a per pupil ceiling is established every year for each board in Ontario. This ceiling is higher for pupils in secondary school than it is for pupils in elementary school.

To provide for equalization of educational spending there is established for each board in Ontario a grant weighting factor and an expenditure weighting factor. These factors are based on the type of services, age of personnel and the location of the board. The weighting factors when applied to the ceiling represents the total

amount recognized by the province for grant on ordinary expenditure. Any amount spent by the board in excess of its grant ceiling has to be paid by the local taxpayer. Ordinary expenditure, unlike extraordinary expenditure, has an expenditure ceiling beyond which a board may not spend.

In calculating extraordinary expenditure, the approved amount for grant is determined separately for each type of expenditure. There is no limit on extraordinary expenditure except, again, any amount in excess of the approved amount has to be borne by the local taxpayer.

For the purposes of community school costs the important point to remember is that there is a ceiling on ordinary but really none on extraordinary expenditures. Community use of schools is considered an ordinary expenditure. The Leeds and Grenville County Board of Education is slightly below its ceiling on ordinary expenditure. Community use of schools is therefore funded for 70 per cent of its costs. From an accountant's point of view, then, there is really no need to separate this cost from other school costs, except for information and management purposes.

However, the argument is that community use of schools is costing the Board of Education funds that belong to the elementary and secondary school programs. Therefore, especially when a board reaches its ceilings, it

should be allowed to transfer this amount out of ordinary and into extraordinary expenditure. To date the Ministry has not passed legislation enabling this to happen.

It is difficult to ascertain what the program is costing the Leeds and Grenville County Board. Due to the relatively short period that the program has been established and the elusive nature of some of the costs there is little data available. The Planning Section of the Board, in conjunction with the Coordinator of Community School Programs, is now attempting to work out cost units. The difficulty arises when one asks such practical questions as; "How much electricity did a group use over and above what would have been used had the facility not been used by them?" or, "How much extra heat was consumed?" or, "How much wear-and-tear was on the facility and equipment due to community use?" Then, too, in doing a cost analysis one has to take into consideration the benefits derived from community use of schools. The intern was told of instances where, because groups had used the school, they had contributed to it by donating equipment and time to make the school a better facility.

The chief costs seem to be maintenance of plant and facilities, operating expenses and caretaking. The Board charges a fee, depending on the nature of the group and the caretaking expenses of the event. (See Appendix D). As was pointed out to the intern by one of the chief

caretakers in the district, many of the caretaking expenses may be taken care of by rescheduling; but, depending on the increase or decrease in the use of school facilities, the point will eventually be reached when the cost of the community school program will be a major concern in budgeting for the school district.

School Use of Community. This facet of the Community School Program relates to the use of the physical and human resources of the community in the educational process. It enables the school to reinforce and teach concepts and skills in a much more concrete and meaningful way.

Part of the Coordinator's role is to facilitate and encourage this community-school relationship. As part of this responsibility, the Coordinator, in conjunction with a Committee on Field Trips, developed a "Community Resources Handbook" to be placed in each school as a reference for teachers. It outlines the rationale for the use of the community and how administrative and supervisory problems related to community use may be overcome. It also lists the physical and human resources of the community and the nature of lectures and slides that community members are willing to share with the school. The physical resource section specifies the type of resource, the person to contact regarding the use of the resource, what type of activity is being offered, the grade, group

size and visit duration the resource holder prefers and other necessary information. The human resources section lists the occupations offered by people in the community, and whether they prefer to visit the school or have the school visit them. The lectures and slides section contains the type of resource offered and the method of contacting these people. Each section contains a column for teacher evaluation of the usefulness of the activity after each resource listed.

The number of community resources available to teachers in Leeds and Grenville can be clearly seen by the one hundred and twenty pages of listings in the publication. According to the teachers and principals interviewed this handbook was of enormous benefit to them.

Summer School. This year the Leeds and Grenville County Board has established summer schools to provide make-up courses, new courses for students wishing to advance, and general interest courses.

Although this activity falls under the jurisdiction of the Superintendent of Curriculum, the Coordinator of Community School Programs is involved in seeing that the general interest courses are taken advantage of by municipal groups and other interested individuals. Co-operative agreements have been worked out between Recreation Committees and various publicly sponsored groups to undertake the general interest programs. School

facilities and, where feasible within the grant structure, transportation to and from needed facilities have also been provided. The types of general interest courses being offered include instruction and participation in hobbies and recreation. Although the success of these programs cannot be ascertained at this time registration indicates that they will be well received.

Summary. In summarizing this section it should be pointed out that the Community School Program of the Leeds and Grenville County Board of Education can be classified as community use of schools and school use of community. While this program cannot be classified as a total community education process, it exhibits the community-school relationship so crucial to that concept. However, it becomes fairly obvious that, when looked at in conjunction with the work of organizations described in the next section, the ingredients of the total education process are in evidence in the two counties. Furthermore, the Coordinator of Community School Programs should and does form a vital link between these organizations and the formal educational system by his involvement with them.

#### OTHER IMPORTANT ORGANIZATIONS

While the organizations and the programs described in this section do not fall under the mantle of the Leeds and Grenville County Board of Education, they are central

to an understanding of the rest of this report and an understanding of the community education process in Leeds and Grenville.

#### Recreation Committees

Recreation Committees are found in several of the school districts of Leeds and Grenville. These are under the direction of the townships or municipalities and the larger centres like Brockville employ full or part-time recreation directors. The purpose of these committees is to upgrade and coordinate recreation programs found in their respective areas.

These recreation committees use a number of schools for recreation activities. As pointed out by the Co-ordinator of Community School Programs, it is hoped that through greater coordination of group activities and the joint use of facilities a more comprehensive program of community recreation and education can be offered.

#### St. Lawrence College

St. Lawrence College of Applied Arts and Technology has three campuses, located in Kingston, Brockville and Cornwall. Unlike boards of education, its governing body at the provincial level is the Ministry of Colleges and Universities. The purposes of such colleges were outlined by the Minister:

... one may recognize three major responsibilities of every such college:



- (1) to provide courses of types and levels beyond, or not suited to the secondary school setting;
- (2) to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and
- (3) to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates. (Davis, 1966: 13)

The Brockville campus serves the counties of Leeds and Grenville. Besides its vocational and technical courses, it offers a wide range of remedial and general interest courses.

The Board of Education could also offer academic and general interest courses for adults. However, St. Lawrence's grant system allows it to receive a larger grant per student. It can, therefore, operate with a lower number of students per course than the Board of Education can. The Board has, therefore, had an agreement with St. Lawrence College for the past two years whereby St. Lawrence College uses the board's secondary school facilities to conduct its general interest programs. However, because a secondary school diploma cannot be obtained at St. Lawrence College, adult education courses, offering a full-range of secondary credit courses, are offered at two high schools under the jurisdiction of the Board of Education.

One of the problems associated with the agreement between St. Lawrence College and the Board has been the costs of supervision. The Board has maintained, largely

at the insistence of the secondary principals, that its principal or vice-principal should be responsible for supervision of the plant while these courses are being conducted. Consequently, a new agreement has now been negotiated to cover the cost of supervision, operation and maintenance of the facilities.

#### The Leeds and Grenville Continuing Education Council

This committee was formed in 1972 at the suggestion of St. Lawrence College. It represented the various educational facilities present in the counties of Leeds and Grenville. Included in this group are representatives from the Board of Education, the University's Women's Club, the YM-YWCA, St. Lawrence College, and the Brockville and Prescott Municipal Recreation Committees.

The initial goal of this group was to attempt to develop new strategies for coordinating educational efforts in Leeds and Grenville. They agreed that one of the first elements necessary in such coordination was information on what the citizens of Leeds and Grenville perceived to be their part-time educational needs. (Leeds and Grenville Continuing Education Council, 1973: 3-4)

As a consequence of this desire the Council undertook two surveys to study the recreational and educational needs of the adult population of the two counties. These surveys, sponsored by the Federal Government under the Local Initiatives Program, had their results published

under the titles, "Fifty Plus Creative Survey" and "Continuing Education Council Survey '72."


In the last four meetings, two of which the intern attended, this organization was trying to determine what its future goals and actions should be and whether it should become an affiliate of the Brockville and District Health, Welfare, Educational and Recreational Association. While the members seem to agree that there was still a need for the Council apart from the larger Brockville and District Health, Welfare, Educational and Recreational Association, they were uncertain of their role. Three objectives, as starting points, were suggested:

1. The Council should cooperate with other community committees and organizations which are working on specific projects.
2. The Council should promote public information regarding Continuing Education:
  - publicity
  - seminars
  - cooperative advertising
3. The Council should encourage coordination of the community activities of all local organizations and agencies. (The Leeds and Grenville Continuing Education Council, 1974:2)

Although there was general agreement on these three points the Council decided to wait for developments concerning the Brockville and District Health, Welfare, Educational and Recreational Association.

Brockville and District Health, Welfare, Educational and Recreational Association

This association was formed originally as an "information sharing" group and to allow personnel and



other organizations in the community to acquaint each other with their work. However, the role of the association is being enlarged to that of an action group which will endeavour to coordinate, organize and initiate projects in the community. Its objectives are stated in a leaflet circulated at the meeting of the Continuing Education Council held on May 17, 1974. These are:

1. To provide opportunity for those engaged in the health, welfare and other allied fields to acquaint themselves with personnel and existing programs through well-planned meetings.
2. To coordinate inter-agency efforts in order to foster more active linkages, particularly in problem areas, among various community service agencies.
3. To make recommendations to appropriate agencies regarding issues related to the improvement of health and welfare services or to bring such issues to the attention of the public at large.

It is quite possible, according to a representative of the Brockville and District Health, Welfare, Education and Recreational Association, that the Association might develop into a Social Planning Council which would have a full-time staff and be partially financed by the provincial government. Such a Social Planning Council would have action committees for specific projects. (The Leeds and Grenville Continuing Education Council, 1974: 2)

#### SUMMARY

The concern of this Chapter has been to describe the community education process in Leeds and Grenville. For clarity of understanding, other groups connected

with the work of the Coordinator and the educational process but outside of the authority of the Board of Education have been described very briefly.

## CHAPTER V

### PROVINCIAL INFLUENCES ON COMMUNITY EDUCATION

#### IN ONTARIO

The discussion which follows is necessary because in the opinion of the intern occurrences at the provincial level of government, universities and colleges will largely determine the success of community education at the county board level. This discussion is limited to the provincial government of Ontario and Mohawk College of Applied Arts and Technology primarily because:

1. The Ontario Provincial Government sets broad policy guidelines for education in Ontario;
2. Mohawk College of Applied Arts and Technology is a leader in the field of training Community School Workers; and,
3. it was felt that the internship period would not have been so well spent if there had been more investigation of areas outside the jurisdiction of the Leeds and Grenville County Board of Education.

#### THE PROVINCIAL GOVERNMENT

The Provincial Government's position on community education is difficult to ascertain because it has not

issued a policy statement on the priority position of community education. However, it has carried out a number of functions and actions that are important to the development of the philosophy of community education in Ontario.

The Select Committee on the Utilization of Educational Facilities

Probably the most significant action of the Provincial Government in the field of community education was the appointment of eleven members of the legislature on December 17, 1971, as the Select Committee on the Utilization of Educational Facilities. Its importance is reflected in its potential as a vehicle for establishing general guidelines and objectives for the entire Province.

The Select Committee's Terms of Reference were:

1. . . . to inquire into the potentials and possibilities for the increased use of educational facilities throughout Ontario at all levels, including post-secondary facilities.

2. Specifically, . . . to examine such matters as:

- (i) the wider community use of its educational facilities;
- (ii) the year-round use of such facilities for educational and/or community programmes; and,
- (iii) ways and means by which the above-mentioned activities could be brought about and emphasized. (Select Committee on the Utilization of Educational Facilities, 1973a: 11)

To date the Select Committee has made public two of four reports. The first three reports are to be interim reports and the fourth a summation of recommendations for

implementation. The Select Committee has invited reactions from the educational community of Ontario on the content of its reports. For this reason the recommendations will probably be altered to reflect the suggestions obtained thereby.

The Select Committee (1973a: 13-21) proposed a community education philosophy as the scope of its inquiry. In summary it was concerned with establishing a kind of educational system that:

1. Is lifelong, thereby extending the educational dimension larger than what has been proposed by traditional education;
2. consists of many processes only some of which take place in the school;
3. defines schools as facilities for the use of the community;
4. espouses community involvement as a process whereby each community has the power to influence the decision-making process through the determination of its own needs and how these needs can best be served; and,
5. attempts to coordinate all the resources available, both public and private, to meet the actual needs in individual communities. (The Select Committee on the Utilization of Educational Facilities, 1973a: 13-21)



After determining the scope of its inquiry, holding hearings and accepting briefs on the utilization of educational facilities throughout Ontario, the Select Committee presented some twenty-five recommendations to the Provincial Government outlining its method of implementation of its philosophy of community education. (See Appendix B).

Most of the community educators that had discussions with the intern and most of the reaction reports presented to the Committee agreed with the Select Committee on its philosophy and objectives for education. However, disagreement seemed to arise concerning the method of implementation. One of the intern's activities was to compile, in conjunction with the Coordinator of Community School Programs, a reaction report to the Select Committee on Interim Report Number One. (See Appendix B). Basically, the objections to the report stem from a belief by the Coordinator of Community School Programs and the intern that:

1. The community education concept requires an attitude change on the part of local governing bodies, including boards of education; and,
2. by setting up and imposing another bureaucratic layer obstacles to this attitude change will be created.

The Second Interim Report contains eight recommendations as an approach to year-round use of educational facilities. These are as follows:

Recommendation 1

The present distinction made between normal operating costs and community use costs for schools should be eliminated.

Recommendation 2

The total costs of school plant operation should be classified as extraordinary expenditure and made eligible for provincial grants in the General Legislative Grants for Elementary and Secondary School Boards. The costs of school plant operation should be calculated on the basis of twenty-four hours a day, seven days a week, fifty-two weeks of the year.

Recommendation 3

School boards should discontinue the practice of charging rental or user fees for non-profit programs or activities taking place in school facilities.

Recommendation 4

The Government of Ontario, through the Provincial Secretary of Social Development, should adopt a system of community education which will integrate educational and community resources including facilities to meet a wider range of community needs than just formal education of young people.

Recommendation 5

Any decision to adopt a continuous Academic Year Plan for educational programs in Ontario's schools, colleges and universities should be made on the basis of increased educational, social and cultural opportunities and not solely on the basis of economic savings.

Recommendation 6

In the event that adoption of a year-round academic program is being considered by a school board as a means of coping with rapidly increasing enrolments or with a lack of adequate facilities, the school board should take steps to ensure that the local community is fully informed of all the alternatives and their implications. The local community should be directly involved in the process of deciding which is the best solution.

Recommendation 7

The Government of Ontario should refrain from designating any specific or standardized plan for

the reorganization of rescheduling of the academic year on a province-wide basis. Any decision to modify the present patterns of operation should be made by the local community in conjunction with the local government authorities.

#### Recommendation 8

A community should be allowed to become directly involved in the planning and organization of the academic year for its elementary and secondary schools and in the designation and implementation of such "professional and community activity days" as are to be included in each year's school schedule. This could be mostly achieved through a Community Action Council. (The Select Committee on the Utilization of Educational Facilities, 1973b: 26-28)

These recommendations point out the Select Committee's belief that the community education process should be followed in implementing year-round use of schools and the necessity of community education taking place continuously throughout the calendar year.

#### Legislation Regarding Joint Use of Facilities

The Ministry of Education has enacted legislation which allows municipalities and boards of education to cooperate in providing educational services for the community as a whole. Section 157 (2) of the Education Act, 1973, points out that one or more boards may enter into an agreement with municipalities for the use of existing facilities and the establishment and providing for maintenance and operation of facilities for cultural, recreational, athletic, and educational purposes. (Ontario Provincial Legislature, 1973: Sec. 157). This legislation has readily been availed of by some school boards in

Ontario whereby municipal recreation committees and local boards of education make their facilities available for each other's programs on a cost-sharing basis.

#### The Ministry's Community School Service

The Ministry of Education has established a Community School Program for the expressed purpose of promoting and developing community schools and community school programs. This service provides for input at conferences and provides requested assistance to boards of education and community school personnel. For this purpose the Ministry has community school personnel at the provincial and regional offices of the Ministry.

#### Provision of Funds

The Ministry of Education has partially acquiesced to arguments by boards of education that community use of schools is a drain on funds from the secondary and elementary education sector and should therefore be classified as extraordinary expenses. The Ministry now allows community use of schools expenditure to be classified as "supplementary expenditure." However, while supplementary expenditure is a form of extraordinary expenditure and does not, therefore, affect the ceilings on ordinary expenditure, it is not eligible for legislative grants. In essence this means that once a board reaches its ceilings on ordinary expenditure and, thereby, classifies community use of

schools as supplementary expenditure, the total expenditure on community use of schools will be paid for by local taxation.

#### Adult Education or Night School

The Ministry of Education allows school boards to offer three types of adult education classes:

1. Courses leading to Ontario School Graduation or (Honours) graduation diploma;
2. information and upgrading courses not leading to diplomas; and,
3. cultural and recreation courses. (Community School Advisory Committee, 1973: vii-viii)

Local School Boards are also responsible for the content of cultural and recreation courses and the Ministry of Education no longer stipulates either the minimum enrollment or the average attendance for evening classes, thereby, allowing Boards of Education to run courses with as few students as they deem necessary. It must be remembered, however, that the rate of grant per student for College of Applied Arts and Technology is approximately double that for Boards of Education. These community colleges, as they are commonly known, also offer upgrading and cultural and recreational courses. In rural and semi-rural areas of Ontario where the demand for courses is smaller, and spread over a larger geographical area the colleges and Boards are in a competitive situation. In this competitive situation community colleges, because of budgetary factors related to the rate of grant per student, are in a much better

position to offer these courses.

#### MOHAWK COLLEGE OF APPLIED ARTS AND TECHNOLOGY

Mohawk College of Applied Arts and Technology is located in Hamilton, Ontario. Its importance to this report and to community education in Ontario is in terms of its Community School Worker Program and its proposed Community Services Department.

#### Community School Worker Program

In February, 1972, Mohawk College established a Community School Advisory Committee. This Committee was formed for the purpose of guiding the Community School Worker Program which was financed by the Ministry of Education as a pilot project during the year 1972-73. (Community School Advisory Committee, 1973: 14)

The purposes of this program were:

1. To gain knowledge of the history and philosophy of Community Education.
2. To become familiar with the current status of Community Education as it is practised in the U.S., Canada and Ontario.
3. To develop an understanding of the concept of Community Education and role of the Community School.
4. To identify techniques for implementing community education.
5. To recognize the roles of the various personnel who might be involved.
6. To become familiar with current publications on Community Education. (Community School Advisory Committee, 1973: ii)

The program was financed for the first year by a grant from the Ministry of Education. However, during

1973-74 after an evaluative report from the advisory committee making further recommendations for the course, the Ministry of Universities and Colleges decided to support the course as a regular course under the grant formula for Colleges of Applied Arts and Technology.

#### Community Services Department

The Advisory Committee of Mohawk College has also recommended the development of a resource centre at the College to serve the Province, and funds for this project are now being sought. (Community School Advisory Committee, 1973: 14). The centre will have two primary missions.

These are:

1. To make information on the philosophy, methods, programs, innovative ideas and materials that embrace the community school concept available to all interested individuals and groups in the province of Ontario.
2. To provide leadership and professional development programs for school boards, municipal authorities, other agencies and individuals in the province of Ontario.

This Community Services Department will act as a co-operating agency with Eastern Michigan University thereby making the resources of Eastern Michigan University available to Ontario communities. (Community School Advisory Committee, 1973: Appendix D)

Other universities and colleges in the Province are contemplating action in the development of community education personnel. To date, their attempts are still in the discussion stage. According to the Leeds and Grenville Coordinator of Community School Programs and literature collected by the intern, Mohawk College is the only post-secondary institution offering courses for development of

community education personnel in Ontario.

#### SUMMARY

This Chapter has provided information regarding the influences<sup>W</sup> impinging on the local boards in their efforts to develop the community education program. Combined with Chapters III and IV it provides a better perspective for the analysis which follows in the next Chapter.



## CHAPTER VI

### ANALYSIS OF COMMUNITY EDUCATION IN LEEDS AND GRENVILLE

To say that community education is a reality in Leeds and Grenville would be erroneous. As previously stated, community education develops in an evolutionary manner. Precisely because it is an evolutionary process it is never complete.

However, one can view community education as a continuum of development. The extreme left of that continuum could be characterized by an absence of community involvement and coordination, with schools being used solely for the purpose of formal education of the young. The far right of that continuum would then be characterized by the making of decisions in an atmosphere of ideal participatory democracy, total coordination of services and resources, and community resources being used incessantly for the lifelong education of the entire population. As a general statement of his observations the intern would place the Leeds and Grenville Community School Program closer to the middle of the continuum than at either of its opposite poles.

It is possible to gain a more particularistic view of that development by discussing some of the problems being encountered and postulating possible future developments in

the light of the community education concept and events now occurring in Leeds and Grenville:

#### COMMUNITY INVOLVEMENT AND COORDINATION OF SERVICES AND RESOURCES

Coordination and cooperation in the use of resources and the supplying of services are essential to the development of a feeling of community and the efficient use of resources. Referring to Ontario generally the Select Committee on the Utilization of Educational Facilities says:

Too often we have found that there is program and facility duplication among community and education agencies. We have heard of too many cases where community recreation facilities sit idle all day while neighboring school physical education facilities sit idle during the evenings and on weekends. Too often in our experience we have seen service agencies compete rather than cooperate in the provision of programs for the community. There is only one community; there are many agencies serving that community. (The Select Committee on the Utilization of Educational Facilities, 1973a: 21)

While coordination and cooperation in the use of resources is hardly as extensive a problem in Leeds and Grenville as the discussion above indicated, for the whole Province coordination and cooperation is a problem. Furthermore, the problem of coordination may be less serious in the more rural areas of Leeds and Grenville than in the urban areas because of the relatively smaller number of organizations involved. However, on several occasions school personnel informed the intern that in most areas municipal recreation and sports facilities were not readily available for school

activities in spite of the fact that they were not being used during the period required by the school. Furthermore, when they were available, in a great many cases schools were charged a rate that made it impossible to use them regularly.

A good example of the need for coordination is the area surrounding Brockville. St. Lawrence College, the Board of Education, the YM-YWCA, and the Municipal Recreation Committee are the larger organizations concerned with offering recreational and general interest courses. Although the Board of Education and St. Lawrence College have an agreement whereby St. Lawrence College uses the Board's facilities for offering these courses, there is still need for a more cooperative and coordinative effort between these two bodies in order to create an identifiable central organization for the whole community which can determine and answer to the needs of the community in a more cooperative rather than competitive manner.

It is fairly obvious that the different educational and social institutions in the area recognize the need for some central coordinating mechanism. The Continuing Education Council was supposedly set up for such a purpose. (Continuing Education Council, 1973: 3). However, at the present time that organization is wondering what its role is. The Brockville and District Health, Welfare, Education and Recreational Association, which originally started as a discussion centre, now has the appearance of a Social

Planning Council which would attempt to offer some sort of coordinated approach to providing different services. Moreover, the need for cooperation and coordination is apparently recognized at the provincial ministerial level where a Social Policy Field, comprised of the Ministry of Health, the Ministry of Education, the Ministry of Universities and Colleges and the Ministry of Community and Social Services, has been established to keep each ministry informed of the activities of other ministries.

One of the best practical insights of the internship was the realization by the intern that the greatest stumbling block to cooperative and coordinative effort is vested interest and the attitude toward other organizations. It became apparent in meetings such as those of the Continuing Education Council that coordination can take place only to the extent that the representatives of these organizations feel their territory of operation is not being infringed upon by other organizations.

The agreement for the provision of upgrading and general interest courses between St. Lawrence College and the Board of Education illustrates what the probable future trend in cooperation and coordination might be. The Board of Education provides the facility and supervision of the facility and St. Lawrence College provides the program and pays an amount that contributes to the cost of operation and supervision.

What has occurred here can be construed as a redefinition of roles of two organizations performing a total service. Another significant development in this direction occurred on June 12, 1974, when a steering committee was established to develop strategies for the implementation of a Continuing Education Coordinating Council to become operational during the 1974-75 year. The Ministry of Education and the Ministries of Universities and Colleges had encouraged the development of this coordination in a letter written to the Boards of Governors of Colleges of Applied Arts and Technology and Boards of Education in August, 1973.

While these actions are in keeping with community education, their efforts would be more beneficial if they included other municipal organizations because, given this body, there will still be a large number of organizations outside of the Continuing Education Coordinating Council.

Besides establishing lines of communication through a coordinating council it seems to the intern that there is a necessity for an organization or office that will operationalize the discussions and intentions promulgated by the Continuing Education Coordinating Council. The logical choice of organizations to establish and operate this wider field of cooperation and coordination seems to the intern to be the Board of Education. While it is quite conceivable that other organizations such as St. Lawrence College could

readily fulfill this task the writer's preference is based on the following considerations:

1. The Board of Education owns and maintains the largest number of facilities required for the implementation of community education;
2. the Board of Education, unlike St. Lawrence College, has a direct political responsibility to the community and has established school committees as a means of communication with the public; and,
3. the writer firmly believes that community education if not properly implemented could seriously damage the school's purpose, that purpose being to educate the child. Boards of Education exist to see that this right is maintained. To have another body determining what facilities were or were not available could seriously damage their ability to carry out this vital function.

It is, therefore, the contention of this author that the onus for establishing coordination and cooperation in Leeds and Grenville must reside with the Board of Education.

Furthermore, the Board of Education should ensure that the Coordinator of Community School Programs forms the vital link between other organizations and itself, is deeply involved in establishing agreements with other bodies, holds the responsibility for operationalizing these co-operative and coordinative agreements, and, most importantly,

is given the assistance and clerical help to perform these functions.

Given these responsibilities it is impossible to expect the Coordinator of Community School Programs to function at the school level of operation. The necessity, therefore, arises for coordination at a lower level of operation. In its prior stages of operation one could very well see a part-time coordinator for each family of schools. This might very well increase as the need arose. These coordinators would establish liaison with the Board and its affiliates through the Continuing Education Council and the Coordinator of Community School Programs.

In the community education concept, cooperation and coordination in the provision of resources and services are closely related to established needs. It is also an assumption of community education that these needs be established through community involvement. The Board has already established mechanisms for community involvement in the form of school committees. Although these school committees have on occasion worked within the field of continuing education, they seem to be primarily concerned with formal education. Given the fact that these committees are closely accessible to the Coordinator of Community School Programs and are representative of the community their role might be enlarged to advise the Board

and its affiliates, through the Community School Coordinator, on the educational and recreational needs of the community.

In concluding this discussion one might make these observations:

1. The establishment of cooperation and coordination may necessitate the redefining of the roles of the various institutions in Leeds and Grenville whereby vested interests are turned in other directions.
2. The establishment of this process is of necessity evolutionary and cannot be legislated or enforced but must come through an attitude of trust and cooperation. The role of Coordinator of Community School Programs must be strengthened by Board policy and by the provision of necessary assistance to further this process. Without assistance the Coordinator will increasingly find himself tied to administrivia whereby he will be unable to ensure the implementing of this vital phase of community education.
3. Finally, it should be stated that the author had occasion to be exposed to a number of people who asserted that the Board's Community School Program was established for the purpose of public relations. By ensuring that a better service was provided



through cooperation and coordination it could possibly allay many of these suspicions and promulgate a feeling of community.

The suggestions by the intern are not meant as a criticism of present organizations or their policies in Leeds and Grenville, nor as necessarily the only route to be followed in establishing community involvement, coordination and cooperation. They are made within the intern's frame of reference formed from his study of the concept and his observations in Leeds and Grenville.

#### ATTITUDES AND PROGRAMS

An important factor in implementing community education or any other change is the attitude of the community and personnel toward change. It has been indicated previously that the area covered by the Board of Education was populated by a large conservative element. While it is not the intention of this report to impute motives, it should be pointed out that there are vociferous personalities within the school community who seem to use the ties of traditionalism as a means of opposing change. The Director of Education has been thoroughly criticized for some of the actions taken by the Board as well as by himself. This is caused in part by his association with the Ontario Royal Commission on Education which published its findings under the title, Living and Learning. This is

construed by some members of the community as a permissive doctrine which would destroy the three R's and scholarship. Many changes are misconstrued, in the opinion of the intern, as attempts to subvert the teaching of basic skills. In fact, the Director has continually emphasized the clinical nature of teaching and the teacher's primary responsibility as being to the child. In order to introduce change in such an environment one has to continually be cognizant of the fact that one has to change attitudes and modes of thought if programs and institutions are to change.

The Leeds and Grenville Community School Program depends for its success upon the attitude of professional personnel. While there may be people within Central Office who do not subscribe to the philosophy of community education, the key professional for the success of different facets of the total program is without doubt the principal.

It is clear from the description of the administrative structure of the Board previously given that it gives a great deal of autonomy to the principal of the local school. The influence that follows from this autonomy can cause success or failure for community education depending upon the attitude of the principal involved.

It was obvious to the intern that those schools

with the most successful programs had principals who believed the community should be involved in the school, displayed an openness to ideas and an open and frank approach to relationships with other people on their staffs. These principals were sympathetic to the fears of insecure and opposing teachers and did much to allay these fears. For example, one of the chief oppositions to volunteers is the fear of teachers that they may very well be replaced by these volunteers. The principal of one elementary school indicated to his teachers that indeed this might very well be the case if teachers, through increasing their expertise, did not make themselves indispensable. It became obvious in an informal discussion with the teachers of the same staff that this principal had overcome many of their fears to the point where they did not see this problem as a critical one.

On the other hand, one can pinpoint situations where programs are not as successful chiefly because the principal regards the school as his own fiefdom where involvement from outside is unwarranted and unwanted. In this type of situation no board or its policies can hope to develop anything other than an artificial resemblance of community education. Fortunately, most principals in Leeds and Grenville do not display this attitude.

#### THE MINISTRY OF EDUCATION

In spite of the description of the efforts of the

Ministry in the preceding Chapter there are many people in the field of community education who believe that the Ministry of Education is delaying development of the concept by its lack of action in policy and financial input. Many community educationists in Ontario point out that this inaction is caused by the Ministry's fear of decentralization of authority which would probably occur with the further development of the community education concept.

The Ministry of Education has no written policy on community education and while it allows community education programs to be classed as a special form of extraordinary expenditure, called supplementary expenditure, it is not eligible for legislative grants and, therefore, must be paid for from local taxation.

In a society becoming increasingly conscious of the cost of education it is somewhat understandable that boards of education would be somewhat apprehensive of increasing the tax dollar without even the policy support of the Ministry. Within the concept of community education there is no distinction between formal day school expenses and those added expenses associated with community school programs.

While there is no justification for boards of education receiving total funding for these expenditures, it is difficult to see how such actions as those described

under 'Community Involvement and Coordination of Resources and Services' in this Chapter could take place without the Ministry of Education initiating financial support and policy guidelines stating:

1. A method of coordination ensuring the support and defining the role of the various ministries such as Health, Education, Community and Social Services, which will of necessity be involved in the total gestalt of community education;
2. the Ministry's definitions of community involvement, coordination and other related terms;
3. its efforts to review existing policies in order that any possible barriers to implementation of the community education concept might be removed;
4. an overall system of accounting for all areas of community education resources;
5. an attempt to inform the Ontario community of the intent of community education; and,
6. its financial commitment to the development of the concept.

#### SUMMARY

This discussion has attempted to analyze the community education process in Leeds and Grenville by placing it on a continuum, looking at some of the problems being faced in the furtherance of that process, and attempting

to postulate developments necessary for future progress. It should be reiterated that the process, intentionally or otherwise, is being established. While different organizations are for the most part acting in fragmented directions at the present time and while communication and involvement is not what it might be the writer believes that the community education process has a firm foundation in Leeds and Grenville.

## CHAPTER VII

### SOME IMPLICATIONS FOR NEWFOUNDLAND

While discussing the implications of the community education concept for Newfoundland it should be remembered that any insights gained will be largely determined by the writer's ability to compare the Ontario and Newfoundland settings and his ability to see the advantages that community education proposes to impart to the educational effort. For this reason the discussion is presented with the intent of providing generalizations for thought rather than dogmatic statements or statistically verifiable information.

### THE ONTARIO AND NEWFOUNDLAND SETTING

During the internship period, the writer constantly reminded himself that there were similarities and differences in the Ontario and Newfoundland educational environment which must be considered when developing a community education program in Newfoundland similar to that found in Leeds and Grenville.

#### Centralization and Consolidation

These two phenomena have developed in the Ontario system of education within the past decade. In 1969 the regional board system came into effect and operates in

a similar fashion to the board system in Newfoundland. Large regional boards replaced many smaller boards. Such boards have large administrative staffs located in central offices. Centralization of schools has affected the system of education to the point where schools are not necessarily located in the communities they serve. The family of schools or the feeder school system is also an organizational reality within the jurisdiction of the Leeds and Grenville Board of Education so that elementary schools feed into secondary schools.

Geographical distance, then, does have a bearing on the success of such programs as volunteer services. While ways and means of overcoming these difficulties have been found it must be remembered that travel is much easier in Ontario than in many parts of Newfoundland. This seemingly insignificant fact becomes somewhat more important in situations where the only recreation facilities found within a school system are those in a high school. This is certainly the case in many Newfoundland communities. After considering these problems it seems that while many of our elementary schools do not have the physical facilities found in the elementary schools in Leeds and Grenville it is still possible to provide many of the community education components such as community involvement, community development, social hobbies, crafts and less physical recreational pursuits, as well as necessary academic pursuits.



Personnel

During his first day in Leeds and Grenville the writer attended a Professional Development Day for teachers. On this occasion and during discussions in other situations it became increasingly clear that the personnel in this area exhibited very similar fears and attitudes concerning community education as those found among many groups of teachers in Newfoundland.

Among these fears, some of which were no doubt quite real, were: the untidiness of a classroom after a community group had finished using it; the insecurity of having the community involved in the education process; and the fear of the paraprofessional, especially the paid school aide, taking the place of the teacher. These fears seemed to emanate largely from teachers who were ignorant of the true purpose of community education.

These fears and insecurities can only be overcome by an evolutionary process. It should be realized that many of them are understandable, that can be removed without the loss of the good and potentially good teachers and without interfering with the rights of the child to the best possible education. The necessity of the evolutionary process becomes of paramount importance when community education is seen in this light.

## Finances

The most obvious difference between the Ontario and Newfoundland system is the financial situation. It should clearly be understood that we are comparing a province where some boards may run a surplus in their budgets to a province where school boards operated at a deficit of approximately three millions of dollars during the past year. Given this fact one has to decide whether Newfoundland can afford community education. However, one also has to remember that quality does not necessarily increase in proportion to the dollars which are spent or are available for education. The increased cost of community education might bring an increase in quality that could not be realized by spending in other priority areas.

Community education does cost money. At the present stage of development the community education costs of the Leeds and Grenville County Board could be termed "hidden costs." As was previously pointed out it is not readily apparent how much the program is costing in maintenance and operational expenses. In a letter written to a staff advisory committee established to supply information for a proposed new school the Planning Department of the Leeds and Grenville County Board indicated that community use of schools has to be taken into account when planning new facilities. (Leeds and Grenville County Board of Education, March, 1973: 102). Whether this did increase the

cost of the school is not clear, but it is an indication that community education is an accountable factor in school construction. It was pointed out in the same letter, however, that such considerations were concerned with the layout of facilities rather than additions to facilitate community education.

On the other hand, the writer believes that the community education concept would contribute enough to the quality of education to justify its cost. The quality of education has been shown to increase with an increase in community involvement. (Hedges, 1972: 72). Whether the increase in quality of education is substantial enough to make it a priority in educational spending in this province is an area that requires some study to answer to the opposition that one can expect in implementing the concept.

#### THE ADVANTAGES OF COMMUNITY EDUCATION FOR NEWFOUNDLAND

The advantages of community education in Newfoundland will be discussed under the headings school-community relations, schools as community facilities and community development.

##### School-Community Relations

Community education proposes to take the school into the community and the community into the school. In this

way it is proposed to better the quality of education, the formal schooling process as well as the community.

While it is not certain to what extent the community uses the school or the school the community in Newfoundland, Nolan, writing on community use of schools, found board policy for community use of schools was almost non-existent, present use was neither intensive or extensive and both principals and school board representatives deemed it desirable. (Nolan, 1973: 88-89)

As far as the writer is aware, whether schools do or do not use their community has not been statistically established. However, he feels that it is a somewhat plausible assumption that schools do not use their community.

The Select Committee on the Utilization of Educational Facilities writes of the education system in Ontario:

The relatively recent provision of large regional units of administration for the education system in Ontario through the creation of county school boards illustrates, in our view, the unfortunate effect of centralization. In many rural and northern communities in our province this system has tended to remove the possibility to feel involved or even interested in their schools. While we recognize that there are very real economic and administrative, as well as educational advantages to centralization, we feel that the detrimental effects of centralization must be given considerably more attention. (Select Committee on the Utilization of Educational Facilities, 1973a: 19)

While the lack of community involvement might be more or less accentuated in Ontario than in Newfoundland there is little reason to believe that the consolidation of school boards and the centralization of schools has not tended to lessen community involvement in the decision-making process in this province. Community education proposes to enhance school-community relations by:

1. Taking the community into the school;
2. taking the school into the community; and
3. organizing community involvement around the elementary school and having a form of representative democracy at the district level.

#### Schools as Community Facilities

There seems to be an ever increasing demand for public services in this Province as social expectancies of governmental agencies increase. At the same time, Newfoundland is one of the less wealthy provinces in Canada and, therefore, is hardly able to keep up with the increasing demand for these services. One might very well propose the question: Is it not possible to provide many of these services through the school facility?

This will probably require greater cooperation and coordination among provincial and local branches of government in order to facilitate the giving of community services such as libraries, recreation and minimal health care. Again, provincial and local agencies have to become

aware of the need for short and long-range planning so that our elementary schools are equipped to provide such types of services.

However, one has to remember that even with the present constraints imposed by lack of coordination and planning there are still many areas of community services that could be provided through the school facility.

#### Community Development

In recent years there has been increasing decentralization of governing power from the provincial to the municipal level. If decentralization is ever to approach anything other than tokenism and political gimmickery it is imperative that Newfoundland have an informed public. Without being presumptuous it seems fair to say that such is not the case. We have one of the highest rates of illiteracy in Canada. Kitchen, writing of the situation, says:

Illiteracy in Newfoundland was, according to the 1961 census double the national average, more than twice as prevalent in settlements under 1,000 population as in larger settlements. In these smaller settlements where 47 per cent of the people of Newfoundland lived, 40 per cent of those over 25 years of age had less than grade five education, 52 per cent of those over 45. It is in these small settlements that the schools face a tremendous challenge, especially since it is there that problems of teacher supply and school plant are most acute. (Kitchen, 1969: 1)

The intern did not study an area where illiteracy appeared to be a major problem. However, it should be

stated that community education proposes to bring people into the school. This was true of the area observed. Still, according to two principals, it seemed that those people who needed academic training worst did not avail of the opportunity but enrolled in many cases in the hobbies and crafts section. One of the same principals indicated that illiteracy is probably more a frame of mind as well as the inability to read and write. Using the medium of television as an example he indicated that by breaking down the barriers between the school and the community and thereby getting people into the school we may develop a public that is much more aware of the need to be informed. Following this discovery they might very well see the need for the basic skills such as reading and writing..

#### RECOMMENDATIONS

This Chapter has attempted to outline some of the needs and implications for development of community education in Newfoundland. Before making possible recommendations the writer would like to point out that it may not be in the best interest of that development to have large scale programs sponsored by the provincial government and financed by large amounts of money. If that were the case there might be a tendency to forget the process of community education and develop a host of

programs, thereby losing the essence of the concept.

This writer believes that community education should initially develop at the local level with any necessary financial support coming from government, on the merits of that local development. Only after a number of such developments at the local level should policy be provided to implement the concept province-wide. Keeping these factors in mind it is recommended that:

1. The Department of Education in cooperation with Memorial University of Newfoundland and the Newfoundland Teachers' Association initiate educational seminars, workshops, conferences and media programs to promote the community education philosophy and its advantages throughout the Province.
2. The Department of Education encourage boards of education to develop policy statements encouraging community use of schools.
3. The Department of Education use that aspect of community education known as 'community use of schools' as the initial implementation phase of the total process.
4. The Department of Education encourage boards of education to involve communities in the decision-making process whereby communities in conjunction with professional staffs determine the goals of



the school and the success of the school in attaining these goals.

5. Provincial, municipal, recreational and school authorities work out cooperative and coordinative agreements for the acquisition, funding and development of school and municipal facilities and programs.
6. The provincial government make available grants to encourage development of the community education process after the local level has provided the necessary impetus to ensure the successful development of the process.
7. That the Department of Education make an initial step in the development of community education by making funds available to boards of education for the hiring of Coordinators of Community Education.
8. Memorial University of Newfoundland provide training in community education for a select number of teachers who have demonstrated an interest in the community education process.
9. The Department of Education establish two urban and two rural pilot projects in select areas of the Province to ascertain the implications and benefits of the concept for this Province.

## CHAPTER VIII

### SUMMARY AND CONCLUSIONS

An internship in educational administration is comprised of two distinct facets, the experiences of the internship and the writing of a report centred around these experiences. The following discussion attempts to summarize and analyze both these facets as well as propose suggestions for future internships.

#### THE INTERNSHIP EXPERIENCES

The internship proposal listed some eleven different activities. As previously stated, all of these activities could not be initiated due to circumstances beyond the control of the cooperating administrator or the intern. For example, the conference on community education at Potsdam, New York, was cancelled at the last minute. Furthermore, some of the activities previously listed had their dates moved whereby the cooperating administrator and the intern had to settle clashes on a priority basis.

Chapter I grouped the activities carried out under six different areas. An appraisal of each of these areas follows.

#### Familiarization Period

This was a two-week period in which the writer studied the Board's administrative structure, collected and studied its policy pertaining to community education, and made initial contact with schools in the district.

The latter activity was undertaken with a view to narrowing the study of community education to a specific number of schools in order that the intern would be able to carry out a more intensive investigation of them. At the end of the two-week period and after visiting approximately fifteen schools in the district the writer chose to study five schools in depth. Two of these were urban and three were rural. The third rural school was chosen because it represented the first open area structure adopted by the Board. There had been some pessimism and controversy expressed during its construction and opening. It was of some interest to the intern, therefore, to see whether community involvement would be a positive or negative factor in the administration of this school.

This whole two-week period was very essential as it enabled the intern to put events and situations that had occurred and were occurring in the district in their proper context. Furthermore, it was of great assistance and saved valuable time on occasions when the intern wished to have particular information essential to understanding occurrences and actions concerning community education.

#### Discussion and Interviews

Observation, discussion and interviews formed the most extensive area of activity. During the internship some forty-three people connected with community education in the area served by the Leeds and Grenville County Board

were interviewed. This group included students, caretakers, community workers, municipal employees, teachers, board members, the Coordinator of Community School Programs and the Director of Education. Outside the jurisdiction of the Leeds and Grenville County Board the intern held discussions and interviews with people in the regional and provincial offices of the Ministry of Education and two people at the Ontario Institute for Studies in Education. In the Hastings and Frontenac Boards of Education two community school coordinators, three principals, one vice-principal, two teachers, and two community school workers were interviewed. In some cases, where it was felt necessary, the intern asked for and received the second interview.

The interviews outside the Leeds and Grenville County Board's jurisdiction did not give as much detailed information as did those inside. This did not occur because of a lack of cooperation or effort on the part of the hosts; but was due primarily to a lack of time to pinpoint particular details. They served only to give the intern an overview of the community education concept in Ontario. For this reason, this report has not attempted to describe the programs of areas other than the Leeds and Grenville County Board. The intern feels that in the process of doing so he might have done these other areas an injustice.

Cassette taping of these discussions and interviews provided a very valuable aide in the writing of the internship report and, although confidentiality has been maintained they provided the bulk of information for the report.

### Meetings

During the internship, various meetings, concerned either directly or indirectly with community education, were attended. These meetings covered a wide variety of groups such as: School Committees, the School Year Committee, the Continuing Education Committee, the Board of Education, and the Summer School Committees. This activity proved very valuable in displaying the interplay between various organizations in the counties of Leeds and Grenville. It indicated the driving forces behind certain action areas, what point of view they held concerning a particular proposal or action and why they held it. During these meetings the intern was sometimes asked to comment but he usually played the role of observer. Discussions with the cooperating administrator, before and after, provided a perspective on the content of these meetings. It was in these meetings that the writer gained a better appreciation of the vested interests of organizations and people with which administrators, who wish to initiate change, have to contend.

### Collection of Literature

This activity overlapped into the other areas discussed above. Through this activity the intern gained information on not only Leeds and Grenville, but also from other important areas where community education is a growing concern. The study of this literature enabled the intern to gain a broader perspective and greater understanding of the philosophy of community education.

### Administrative Activities

Participation in work situations was not as intensive as it might have been if the internship had occupied a longer period of time. The two activities that were undertaken provided a challenge to the intern. These activities were assisting the Coordinator of Community School Programs in writing a reaction paper to Interim Report Number One of the Provincial Government's Select Committee on the Utilization of Educational Facilities and working with the Planning Department of the Board of Education on the costs of community school programs.

The former activity provided a challenge to the interne because here one had to look as objectively as possible at the Select Committee's Report and constructively criticize its recommendations in the light of the community education philosophy and the experiences gained in Ontario. Furthermore, any suggestions had to be realistic in the Ontario setting.

The work with the Planning Department was very practical in that it enabled the intern to participate in a somewhat complex situation. As previously stated it is not an easy task to evaluate costs directly attributable to community education. This task had not been completed upon the writer's departure.

### Summary

The writer feels that the internship activities were the best possible under the circumstances. The writer would like to reiterate that the best experience was the personal experience of being involved in a system of education that is striving to develop a humanitarian approach to schooling and the administration of that process. This experience far outweighs any information that may have been gained on community education. For that experience the intern is indebted to the staff of the Leeds and Grenville County Board of Education; but, primarily to the Director of Education and the Coordinator of Community School Programs.

### THE INTERNSHIP REPORT

The internship report was primarily concerned with describing and analyzing the community school program of the Leeds and Grenville County Board of Education, the description of some provincial developments in Ontario and a consideration of some implications of the community

education concept for Newfoundland. As a means of introducing this report, Chapter I provided background information to the internship and Chapter II discussed terms pertinent to an understanding of community education and the situations described in the report. Chapters III, IV and V provided a description of the nature of the communities served by the Leeds and Grenville Board, and the purpose and activities of other organizations that have to be considered part of the total community education process.

Chapter VI attempted to analyze the Leeds and Grenville program by placing it on a continuum and looking at the problems that have to be overcome to further develop the community education philosophy. Possibly the two largest problems were considered to be coordination of resources and services and support from the Ministry of Education in the form of policy and finances.

Chapter VII presented possible implications for the implementation of the community education philosophy into the Newfoundland setting and outlined the differences between the Ontario and Newfoundland settings.

#### SUGGESTIONS FOR FUTURE INTERNSHIPS

The following suggestions are made on the basis of the writer's experiences during the internship. It is hoped that they will be of some benefit to those undertaking



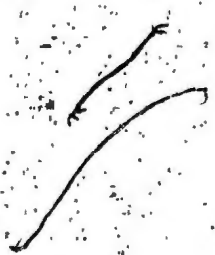


internships in the future.

This writer feels that it would have been of great advantage if he had had the necessary arrangements made with the cooperating agency on or before the last week of January. By that action the familiarization period necessary in this internship could be largely accomplished by correspondence and the reading of the agency's policies and literature. In that way much of the time required for familiarization could have been used to investigate the particular area of interest.

Another worthwhile proposal for future internships is to have internships carried out during the second, rather than the third semester. If this is administratively possible from the University's point of view it would allow the intern to become involved in the most active period of the school year.

One standard for future internships is to ensure that the area of investigation is not diffused to the extent that one is unable to thoroughly analyze particular situations. This was an area that the author had to be continually aware of and which required many changes in the itinerary. This would most certainly have been eliminated had the intern allowed himself a longer preparation period before being placed. This internship was successful only because of excellent cooperation between the Director of Education and the Coordinator of Community School.

Programs for the Leeds and Grenville County Board of Education and the Department of Educational Administration of Memorial University of Newfoundland. However, every intern may not be as fortunate and without the longer preparation period may find himself thoroughly confused.



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APPENDICES



APPENDIX A

Itinerary for Internship

## ITINERARY FOR INTERNSHIP

- April 29th Attended two sessions on Community Education during a Professional Development Day for Teachers.
- Started working on an overview of Board Policy Statements and the Administrative Structure of the Board.
- April 30th Continued overview of the Policy and Organizational Structure of the Board.
- Constructed questionnaire for interview with the Coordinator of Community School Programs.
- May 1st Continued overview of the Policy and Organizational Structure of the Board.
- May 2nd Continued overview of Board Policy and Organizational Structure.
- Interviewed Roland Glendinning, Coordinator of Community School Programs.
- May 3rd Interviewed Pat McGarrity, Regional Consultant from the Ministry of Education, in the p.m.
- Attended a School Year Committee Meeting to discuss reorganization of the school year.
- May 6th and 7th Visited schools to do interviews with principals and teachers on community education.
- May 8th Visited Potsdam Community College to attend a conference on community education. Jack Minzey, the principal speaker, did not attend and the conference was cancelled. The intern returned home and evaluated his progress to date.
- May 9th Visited the Regional Office of the Ministry of Education in Kingston to talk to community education consultants.
- May 10th Constructed a questionnaire for an initial interview with principals and wrote a progress report to Dr. Stryde.

- May 13th and 14th Visited Commonwealth Public School for discussion and observation on its volunteer program.
- May 15th Visited North Grenville District High School to discuss its community education program.
- May 16th Visited Commonwealth Public School and Prince of Wales Public School to do interviews primarily in the area of School Committees.
- May 17th Attended a meeting of the Continuing Education Council and, in conjunction with the Coordinator of Community School Programs, reviewed the progress of the internship.
- May 21st, 22nd and 23rd Spent these three days in the town of Gananoque looking for reasons why the Continuing Education Council and School Committees had ceased to function.
- May 24th Attended a School Committee Meeting and held discussions and interviews on community education in an open area school at Sweet's Corners Elementary School.
- May 27th, 28th and 29th Visited Elgin Schools and community people to investigate community education in that area.
- May 30th Worked with the Planning Section of the Board of Education on the cost of community school programs.
- May 31st Visited Prince of Wales to interview School Committee members on their relationship with Board personnel.
- June 3rd and 4th Interviewed Brockville Municipal Representatives and attended a meeting of the Leeds and Grenville Continuing Education Council.
- June 5th Spent the day with Dr. S.J. Stryde, Supervisor for the internship.
- June 6th Visited Rideau Centennial Public School for interviews and attended the opening of a community library at Centennial '67 Public School.
- June 7th Investigated community education at Sweets Corner's Elementary School.

- June 10th and 11th Visited Hastings County Board of Education studying its community school program.
- June 12th Visited Frontenac Board of Education to study continuing education.
- June 13th and 14th Visited the Ministry of Education and the Ontario Institute for Studies in Education in Toronto.
- June 17th Visited the Regional Office of the Ministry of Education in Kingston to do second interviews with officials of the Department.

APPENDIX B

Recommendations of Interim Report  
Number One

The Select Committee on the  
Utilization of Educational  
Facilities

Reaction to the Select Committee's  
Interim Report Number One on the  
Utilization of Educational Facilities

RECOMENDATIONS OF  
INTERIM REPORT NUMBER ONE

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THE SELECT COMMITTEE ON THE UTILIZATION  
OF EDUCATIONAL FACILITIES

Recommendation 1

The present distinction made between normal operating costs and community use costs for schools should be eliminated. The total costs of school plant operation should be classified as extraordinary expenditure and made eligible for provincial grants in the GENERAL LEGISLATIVE GRANTS FOR ELEMENTARY AND SECONDARY SCHOOL BOARDS.

Recommendation 2

The Minister of Education, in directing THE CONSOLIDATION OF THE SCHOOL ACTS, should incorporate the principle of "a right, and not just a privilege" into the intent and body of the legislation through the adoption of community involvement and coordination as basic guidelines.

Recommendation 3

We recommend that our proposed mechanism for community coordination be adopted by the Government of Ontario, that the responsibility for its implementation be assigned to the Community Development Branch of the Ministry of Community and Social Services, and that the first step towards implementation of this mechanism be the immediate appointment of twenty-four community coordinators to be distributed throughout the province.

Recommendation 4

A community, through its Community Action Council, should accept the responsibility for ensuring that all parts of the school are used in whatever ways are suitable to meet community needs and interests.

Recommendation 5

The Government of Ontario, through the Provincial Secretary for Social Development, should adopt a system of

community education which will integrate school and community resources including facilities to meet a wider range of community needs than just formal education.

Recommendation 6

Community education should be stressed in the teacher-training curricula of the Province's Teacher Colleges and Faculties of Education. Community-based work by teachers should be recognized as an educational responsibility, as a valid teacher qualification for upgrading, and as a substitute for some periodic formal academic upgrading courses.

Recommendation 7

Paid and volunteer aides and community resource personnel as well as professional teachers should be made an integral part of all phases in the formal schooling process.

Recommendation 8

We recommend that the presently required "teacher certification" qualifications for others needed within the formal education system be abandoned as a requirement and as an expectation. School boards should be able to employ for special tasks whomever a community feels can best serve its needs.

Recommendation 9

We recommend that the concepts of student community work and community leadership be incorporated into the curricula for formal education. The value of experiences such as student work in the community should be given recognition in the curricula through the awarding of credits.

Recommendation 10

The Minister of Education should adopt the principle of local community involvement in the curriculum development and curriculum implementation as a basic policy guideline.

Recommendation 11

We recommend that the Government of Ontario, through the Provincial Secretary for Social Development, adopt policies to support the development of programs that recognize the growth of leisure as an important element in the life of the individual and the community.

Recommendation 12

The Minister of Education should include education for leisure in the development of curriculum guidelines for the training of teachers and for the formal elementary and secondary schooling process.

Recommendation 13

Arts, sports and other recreational activities should be totally integrated into the schooling process. These activities should not be differentiated according to sex roles.

Recommendation 14

The Minister of Community and Social Services, through the Day Nurseries Branch, should institute a system of child and infant care, universally available, which would be integrated with the development of early childhood education as a component of the education system for Ontario.

Recommendation 15

Provincial regulations for the provision of child and infant care should be examined in relation to quality of service and community involvement and revised to support the actual needs of individuals and communities.

Recommendation 16

We recommend that the Minister of Education compile the data and information which are necessary to evaluate the effectiveness of library resources in the Ontario School System for serving the needs of both students and the community.



Recommendation 17

A community, through its Community Action Council, should accept the responsibility of deciding what kind of library is needed in the school and how it should operate.

Recommendation 18

The role of municipal recreation agencies in Ontario should be changed to emphasize coordination of community resources for recreation and support of local area Community Action Councils through the provision of program support, including facilities, equipment, personnel and funds.

Recommendation 19

The Minister of Education should adopt local community involvement in school planning and design as a basic policy guideline.

Recommendation 20

The criteria set by the Minister of Education for approval of school designs should be changed to reflect aims and objectives of community education, and be based on the accommodation of a wide range of community services and programs.

Recommendation 21

The Minister of Education should undertake a study of permanency and redundancy in building.

Recommendation 22

We recommend that the Minister of Education encourage, through THE CAPITAL GRANT PLAN, innovative design and integrated planning.

Recommendation 23

The Minister of Community and Social Services should update and revise THE COMMUNITY CENTRES ACT, so as to encourage and support innovative design and integrated planning in the provision and operation of all community facilities.

Recommendation 24

The Government of Ontario should assure access for the physically handicapped to all community facilities through the adoption of the NATIONAL BUILDING CODE, SUPPLEMENT NUMBER 5.

Recommendation 25

The Government of Ontario should provide special funds to school boards and municipalities for the adaptation of all existing community facilities to make them accessible to the physically handicapped.

REACTION TO THE SELECT COMMITTEE'S  
INTERIM REPORT NUMBER ONE ON  
THE UTILIZATION OF EDUCATIONAL  
FACILITIES

by

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and

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REACTION TO THE SELECT COMMITTEE'S INTERIM  
REPORT NUMBER ONE ON THE UTILIZATION OF  
EDUCATIONAL FACILITIES

Any individual, group or organization which has a philosophy of education that believes education is living, lifelong and the result of a democratic process cannot but agree with a philosophy of education that is truly community. The Select Committee espouses such a philosophy. It is community oriented to the extent that its opponents will no doubt brand it idealistic and unrealistic. Be that as it may, it is a philosophy that is a breath of fragrance on the withered and beleaguered flower of education.

Like most of the ideals and philosophies of education the community education phenomenon will succeed or fail according to the method of implementation. Here it seems the Select Committee has not been altogether successful.

After discussing community involvement, co-ordination and rights and privileges, the committee moves very quickly to the pragmatic problems of the community education philosophy.

It proposes to the Province that it employ a group of community co-ordinators who, through Advisory Committees comprised of representatives from a wide variety of government and community volunteer service agencies would establish Community Action Councils. According to the Select Committee these Councils would be:

"responsible for the determination of actual community needs and interests and they would be involved in developing and implementing programs of service to answer those needs and desires."  
(pg. 3).

It is the latter phase of implementation that produces a feeling of disagreement and disappointment. Moreover, this feeling stems from the Select Committee's failure to deal adequately with the terms community involvement, co-ordination and rights and privileges. It becomes necessary, at this point, to discuss these terms.

The Select Committee defines Community involvement as:

"each community having the power to influence the

decision-making processes through the determination of what its needs are and how those needs are to be met." (pg. 2).

In recommendation 10 it further points out:

"The Minister of Education should adopt the principle of local community involvement in curriculum development and curriculum implementation as a basic policy guideline."

The Select Committee agrees with the Study Committee on Recreation Services in Ontario by pointing out that in order to make community involvement a success there is a need for information, public education, leadership development, recognition of regional differences and an adequate supply of qualified personnel, as well as decentralized program development and operation. Yet, as we hope to point out after discussing the term co-ordination, its proposed Community Action Council is unsatisfactory for the realization of its own philosophy.

Speaking of co-ordination the Select Committee points out:

"Co-ordination involves more than government agencies combining to make joint decisions in the provision of services. By Co-ordination we mean that all the resources available both public and private, are brought together to meet the actual needs in individual communities." (pg. 2).

In a province that has so many formal and informal organizations engaged in the activities associated with the concept of community education the idea of co-ordination becomes of paramount importance. The Select Committee also points out:

"We suspect that a very real stumbling block to the success of our proposed mechanism for community involvement and community co-ordination will be attitudes." (pg. 44,45).

In this last statement the Select Committee has, indeed, shed light on what is necessary for gaining community involvement and co-ordination of resources. We can readily agree that community involvement and co-ordination of resources are the ingredients of a successful and efficient community education program. However, vested interests and attitudes, which are not

necessarily unrelated, will indeed determine whether community involvement and co-ordination of resources and thereby community education in the true sense of that concept is successful. Moreover, the required attitude change is as necessary for the community as a whole as it is for organized bodies within the community.

Attitude change, then, is the first prerequisite for community involvement and resource co-ordination and allocation. It is at this point that we find the Select Committee's method of implementation quite unsatisfactory. It seems highly unlikely that the creation of a provincially legislated Community Action Council will enhance such a change to any greater degree of significance than other organizations that presently exist.

Among other factors, beliefs comprise the substance of any attitude. Under ordinary circumstances beliefs, among professionals and laymen alike, are not easily changed. It, therefore, seems likely that one can expect evolutionary rather than revolutionary change in attitudes concerning community involvement and the community education concept in general. Legislation can create change situations that are either evolutionary or revolutionary. It seems that the Select Committee's recommendation regarding the formation of Community Action Councils, requires legislation that creates a revolutionary change situation. In a democratic environment it is highly unlikely that such a situation will create attitude change that is lasting and substantial. This, in itself, can be highly detrimental to the concept of community education.

Recommendation 4 states:

"A community, through its Community Action Council, should accept the responsibility for ensuring that all parts of the school are used in whatever ways are suitable to meet Community needs and interests."

With the implementation of this recommendation, the following situations are likely to be created:

- (i) A body, namely Community Action Councils, that is responsible to the community for the programs carried out in its school; while holding another body, namely the Board of Education responsible for the maintenance and condition of school buildings.

- 4(ii) A body that is responsible for both the program and condition of the school.
- (iii) A body comprised of Boards of Education and Community Action Councils that are jointly responsible for all facets of education.

In situation (i) Community Action Councils exist parallel to Boards of Education whereby one is responsible for program and the other accountable for the plant. The danger exists for immense conflict and reaction whereby the philosophy of community education perishes. In situation (ii) Community Action Councils are responsible and accountable for both program and plant. The *raison d'être* for Boards of Education is undermined. If Community Action Councils replace Boards of Education, which for all intents and purposes would be the case, and if formed on a voluntary basis (pg. 22) then one of the means of community involvement, namely the right to elect trustees, will have been lost. Moreover, since Boards of Education are presently responsible and accountable for policy making, curriculum development and implementation and operation and maintenance of school facilities the attempt to create Community Action Councils is likely to find opposition coming from a powerful segment of any community. Therefore, while conflict is sometimes desirable, a situation of confrontation rather than co-operation is likely. In such a situation the attitude change required by community education is highly unlikely to occur. Situation (iii), while it might reduce the possibilities for adverse effects, is just an adding of people to an organization presently existing. Furthermore, there is little evidence to suggest that members of Boards of Education are the only people who need attitudinal change.

With the advent of community education and community schools, or cultural resource centres one factor has to be constantly kept in mind. The primary reason for the institution called the school is the education of the young. When the Select Committee speaks of the rights and privileges of the community it must constantly keep the rights and privileges of the non-adult segment of society--the child, in mind. All community educationists would hope that in the final analysis an educated community would ensure that the rights of the child would be guaranteed. However, few would disagree that in the process of evolution of this ideal the rights of the child to an education might very well be subverted. Boards of Education have been and are the "representative" guardians of this right. It is, therefore, imperative that no

legislative or other action lessen their authority to fulfill this function. In the real world Community Action Councils may or may not be desirable in this regard.

Before moving to our method of implementation it is necessary to make two other points. First, the organization in control of facilities needed for programs developed through the process of community education will in large measure determine the success of the concept. This will be true in spite of any well meaning legislation that might be passed. Secondly, we find the reason given by the Select Committee for the elimination of Boards of Education as a feasible alternative (Appendix A-3) to be somewhat weak. The Select Committee points out that they were not an obvious alternative because there might be a "serious danger of dividing community co-ordination along religious lines." Because religious division is, again, a division caused by attitudes and beliefs we fail to see how legislated or other artificially created bodies such as Community Action Councils could alternate this possibility. Moreover, one can seriously wonder if the so-called religious divisions are not really institutional fears or myths rather than realities in the minds of the people they serve.

At this point it becomes fairly obvious that this document sees the most viable alternative for implementation of the community education concept to be Boards of Education. Before summarizing the reasons previously given for this decision it becomes necessary to point out one other fact that the Select Committee seems to have overlooked.

Recent developments in many parts of Ontario lend optimism to the assertion that the attitude change necessary for the success of community education can be attained. As the Select Committee points out community school programs are being developed in Ontario. While these programs may leave much to be desired, in terms of involvement, they indicate a changing attitude by many Boards of Education, their professional personnel and the community as a whole. Not the least of these are the Boards of Education in the Counties of Hastings and Leeds-Grenville. Some very interesting points emerge from a study of these Boards. First, the Co-ordinator's role in the development of this concept appears to centre around the changing of attitudes of school personnel and the community generally. Secondly, the attitude change necessary seems to be occurring. Thirdly, neither of the two Co-ordinators is a "certified" educator. Fourthly,



these programs would probably have developed to a much greater extent if Boards had been given the legislative and financial assistance desirable for expansion and consolidation of programs.

In summary, then, it can be stated that we agree with the philosophy of education espoused by the Select Committee; but, disagree with their method of implementation. We propose that the provincial government work with and through Boards of Education to implement this philosophy for the following reasons:

- (i) Community education is an evolutionary rather than a revolutionary process.
- (ii) The implementation of this concept requires an attitude change which cannot be legislated.
- (iii) In the evolution of community education the rights and privileges of the non-adult population must be safeguarded and Boards of Education have been and are the guardians of these rights.
- (iv) The creation of Community Action Councils will in some measure conflict with the responsibilities presently given to Boards of Education.
- (v) Boards of Education are the agents responsible for the facilities which will be needed for the implementation of community education.
- (vi) Religious division, caused by attitudes and beliefs, is not reason enough, considering other proposed alternatives, for rejection of Boards of Education as the implementing agent.
- (vii) Many Boards of Education have already indicated an attitude change which could be expanded to form the basis of implementation.

#### Some Suggestions for Implementation of the Concept

We believe that two of the important factors that must be considered before the concept develops beyond its present stage in Ontario are present attitudes and vested interests. Ultimately these factors must be dealt with at the local level. However, it is difficult to see this being accomplished until public and private parent bodies at the provincial level exercise leadership in co-ordinating their financial and persuasive powers to enable the

occurrence of happenings at the local level. It is with this in mind that we offer the following suggestions:

1. A statement of policy by the Ministries contained in the Social Development Policy Field that they:
  - (a) Support the development of the concept of community education through the Ministry of Education.
  - (b) Urge their local organizations to support and work with Boards of Education in efforts to co-ordinate resources and services and involve the community as a whole.
  - (c) Are attempting, through the Ministry of Education, to co-ordinate resources and services at the provincial and regional levels of government.
  - (d) Will promote a program of public relations to educate private organizations on the benefits of community education and their role in that concept.
  - (e) Are and will be attempting, through the Ministry of Education, to define the role of each department within the Social Development Policy Field in the spectrum of Community Education.

Corresponding with or as part of this action we see the Ministry of Education issuing a policy statement stating that it:

- (a) supports the concept of community education with financial resources and supportive personnel at the regional level.
- (b) that the role of Boards of Education must be to co-ordinate resources and services at the local level, in conjunction with other public and private local bodies, establish Community Education Councils at the Board and school level and appoint personnel for required positions.
- (c) supports and requires Boards of Education to work with local public and private organizations to define the role of each body within the total area encompassed by the concept.

- (d) encourages Boards of Education to use the experience gained by other Boards of Education which have had some success in the implementation of the concept.

As we have already stated we believe that Boards of Education under the aegis of the Ministry of Education should be the facilitators or initiators of the community education philosophy espoused by the Select Committee. We see the responsibilities described below being given to the following positions.

#### Boards of Education

This is now and should remain to be the body primarily responsible for education in any district. In the area of community education they should be responsible for the making of policy, the supplier and maintainer of facilities, and the provider of personnel for the co-ordination of physical and human resources which they are unable to supply.

#### District Community Education Councils

These councils should be comprised of representatives from other public and private organizations such as Recreation Committees, YM-YWCA, Community Colleges and other social agencies as well as the public at large. The scope of the Council might encompass a local municipality or a "Family of Schools." Their role should be one of studying the needs of the community and the development of program to meet these needs. If these organizations have personnel and resources that might be of use to the co-ordinating role of the Boards of Education then these should be readily available. Since this body will be concerned with the development of program they might also be charged with giving the necessary publicity and gaining the involvement of the community throughout their jurisdiction.

#### Relationship of Boards of Education and District Community Education Councils

Boards of Education, besides gaining the added responsibility that this concept brings, should retain the responsibilities that they now hold. However, if a dynamic situation is to be maintained District Community Education Councils should be given the power of inquiry

into decisions and policies of the Board and allowed to make these decisions known to the school community through their own information releases thereby eliminating much of the misinformation that sometimes occurs via the media. The media might very well be used but certainly in conjunction with other information prints. These District Community Education Councils should occupy an advisory capacity to the Boards of Education through the Directors of Education and the Executive Councils. They should hold regular monthly meetings with their local Board of Education Trustee. Their advice would be obtained from the School Community Education Councils which we will attempt to describe in a later section of this presentation. The Director of Education, or his designate, and the Community Education Co-ordinator should be members of the District Councils and act in the capacity of liaison and resource people from the Board of Education.

#### Co-ordinator of Community Education

- (i) Responsible for co-ordinating the various programs on a district wide basis, and ensuring maximum "free" community use of the educational facilities.
- (ii) A resource person to Community School Co-ordinators (which we will describe later) and the District Community Education Councils.
- (iii) A facilitator of the concept by developing new approaches to old problems, personnel and attitudes.

These large overriding objectives mean that the Co-ordinator of Community Education must have the necessary secretarial and clerical help to perform these very important tasks. Moreover, Directors of Education should ensure that the Co-ordinator has support from and access to all segments of the administrative structure.

#### School Community Education Councils

As an adjunct to District Community Education Councils we see the necessity for School Community Education Councils. These councils would be formed within each elementary school area, and have a representative member on the District Council. These councils should not be offsprings of the Board of Education but formed and supported by a combined effort of Boards of Education and

other community organizations. These councils should perform at the school level what the District Council does at the Board level. They will work closely with the Community School Worker to facilitate co-ordinated effort in the Community Educational concept. The principal of the school and the Community School Worker should act as resource people for these Councils.

#### Community School Worker

While one can agree that community school programs should develop around each elementary school it would probably be a great deal more feasible for a community school worker to be responsible for co-ordination and community involvement in educational programs for each family of schools. This position would be responsible to the Co-ordinator of Community Education and through him the Director of Education and ultimately the Board of Education.

#### Summary

In summary some additional points need to be clarified. First, we are not concerned with creating positions parallel to those already existing within the educational structure. We feel that given a spirit of co-operation and an evolutionary period of time friction in this regard could be eliminated. Secondly, this presentation does not endeavour to sketch out the totally different roles that will accompany the changes suggested. We are concerned only with pointing out ways and means whereby vested interests and attitudes detrimental to the philosophy so ably presented by the Select Committee could be overcome and co-ordination and community involvement established within the present system of education. A third and final purpose of this presentation is to emphasize the important leadership role that the Ministry of Education should play in this regard.

## APPENDIX C

Volunteer Program

Commonwealth School Volunteer Program  
Preference Sheet

Staff Request for School Volunteer  
Service

Orientation (In-Service)

The First Few Meetings

Volunteer Evaluation

Kinds of Services

## Volunteer Program

Dear Parents:

As you know during the last school year we invited the parents to participate in the educational program in several ways.

The most rewarding undertaking from the viewpoint of the children, the school, and I hope the parents, would have to be the volunteer program. Your assistance in carpentry, painting, classroom, supervisory and individual student help was graciously given and sincerely appreciated.

In studies done by Columbia University it was repeatedly found, ". . . that as public participation and understanding increases so does the QUALITY of the schools." These findings were, in many ways, found to be evident in our endeavours last year.

Your School Committee has taken as its first priority, the Volunteer Program. They are convinced that QUALITY education is what parents want most. Your School Committee is also convinced that a volunteer program, which combines the professional support and co-operation of teachers with the interest and special talents of parents, is the most "realistic" way of getting closer to the QUALITY educational program we are "all" seeking.

Volunteers will be placed in accordance with the greatest need as indicated by teachers' and principal requests. The volunteer's skills and abilities will be utilized to the extent that they are compatible with such requests. In addition, insofar as this is possible, we should like to take into account your special preference. The information requested on the accompanying sheet is to be used exclusively to assist in making your assignment.

As someone once said, "Education is a national concern, a provincial responsibility BUT a community function." Please pitch in and help, if you can.

Yours truly,

Principal.

COMMONWEALTH SCHOOL VOLUNTEER PROGRAM -- PREFERENCE SHEET

Please state your preferences, checking as many items in each group as you wish.

1. Could you donate any time doing volunteer work? \_\_\_\_\_

2. In what subjects do you think you would feel most at ease? \_\_\_\_\_

3. At which level would you prefer to work:

Kindergarten \_\_\_\_\_  
 One through Three \_\_\_\_\_  
 Four through Six \_\_\_\_\_  
 Five through Eight \_\_\_\_\_

4. Would you prefer to:

1. Help in the classroom assisting the teacher and students \_\_\_\_\_
2. Work with individual children under teacher supervision \_\_\_\_\_
3. Assist in the Remedial Class \_\_\_\_\_
4. Assist in the French Department \_\_\_\_\_
5. Help foreign born students with English \_\_\_\_\_
6. Work in the school library \_\_\_\_\_
7. Clerical work \_\_\_\_\_
8. Help plan recreation or enrichment programs \_\_\_\_\_
9. Assist Physical Education program \_\_\_\_\_
10. Assist with Playground Supervision \_\_\_\_\_
11. Help with Safety Patrols \_\_\_\_\_
12. Work with a Special Interest group after school. (Please specify special interest). \_\_\_\_\_
13. Provide piano accompaniment for singing or dancing \_\_\_\_\_
14. Special Talents and/or skills to assist teacher. (Art, Music, Drama, Crafts, Doctor, Lawyer, Business, Lifeguard, Swimming, etc.) \_\_\_\_\_
15. Assist School Committee as a sub-committee member \_\_\_\_\_
16. Supervisor for Field Trips \_\_\_\_\_
17. Help in the evenings (telephoning, typing, etc.) \_\_\_\_\_

5. Are you available to serve regularly each week? \_\_\_\_\_

What day or days: \_\_\_\_\_  
 Hours: \_\_\_\_\_ A.M. \_\_\_\_\_  
 P.M. \_\_\_\_\_



6. Have you been a school volunteer before? \_\_\_\_\_

Where? \_\_\_\_\_

Signature \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_

## STAFF REQUEST FOR SCHOOL VOLUNTEER SERVICE

Date \_\_\_\_\_

School \_\_\_\_\_ Principal \_\_\_\_\_

Miss \_\_\_\_\_

Mrs. \_\_\_\_\_

Mr. \_\_\_\_\_

Room No. \_\_\_\_\_

(Teacher's Name. Please print)

1. If you would like a School Volunteer to help you in the classroom, please indicate when you would like this help.

Day(s) \_\_\_\_\_

Time \_\_\_\_\_ a.m. to \_\_\_\_\_ a.m. \_\_\_\_\_ p.m. to \_\_\_\_\_ p.m.

Please describe the class (Regular, educationally handicapped, mentally retarded, gifted). This information will help us select the right Volunteer to fit the need.

2. Would you be acceptable to more than one volunteer to fill the need? \_\_\_\_\_
3. Are you prepared to give the Volunteer plenty of help to get her started? \_\_\_\_\_
4. In addition to, or in lieu of a general classroom volunteer, would you like volunteer assistance in any of the following activities?

ONE TO ONE or small group guidance \_\_\_\_\_ Foreign

language \_\_\_\_\_ Storytelling \_\_\_\_\_ Drama \_\_\_\_\_

Art \_\_\_\_\_ Music \_\_\_\_\_ Library \_\_\_\_\_

If you have checked one of the above please describe the kind of assistance you have in mind.

5. If you have a particular need other than the specified areas which volunteer assistance would be helpful to you, please indicate below.
6. Please sign and return to office as we would like to keep a file so as not to overlook anyone's request.

## ORIENTATION (IN-SERVICE)

BASIC RULES - Feel Free To Question.

DISCIPLINE - If the teacher does not specify--ASK. For example, if the teacher is with one group and you with another, can you move two students who are talking: they are probably testing you -- Make sure that you get this sort of situation clearly understood with the teacher.

COME REGULARLY - Even if it's one hour a week, the teachers look forward to you coming as do the students.

IN NO WAY ATTEMPT TO TEACH - You are there to reinforce the teacher and the students. If you can see that the student does not understand, bring it to the attention of the teacher, as she may be doing work with another group. Some people think we only want ex-teachers to work in the classroom, this is not true, as you are not teaching, but rather supporting.

ALL INFORMATION IS TO BE CONFIDENTIAL - This is a must, it can make or break the program. Anything you may learn about a student or students you are helping is not to go outside the school.

OBSERVE THE TEACHER AND THE TECHNIQUE HE OR SHE USES - This is to keep continuity. Do not hesitate to ask the teacher about anything you do not understand.

PLEASE SIGN THE VOLUNTEER BOOK IN THE OFFICE - This is just to keep an account of how many hours we work. If any problems or questions come up, please feel free to call me.

FIELD TRIPS - Each of you will be assigned a small group to supervise. I will call you as soon as I receive the information. Sometimes emergencies arise, and you might be called on short notice.

TELEPHONE COMMITTEE - We would like to have 3 or 4 Volunteers to work on this Committee. Perhaps the people who can only do volunteer work in the evenings would like to do this.

**SPECIAL TALENTS** - Anyone who sews, paints, plays piano, etc. and has not indicated this on the Volunteer Preference Sheet, would they let me know in order to help the students learn new skills.

**RECRUITING NEW VOLUNTEERS** - Try to recruit new volunteers, they do not have to be parents with children in the school. Hopefully we can recruit some men.

**EXPLAIN AND SHOW DIFFERENT AREAS OF NEED AND PRIORITIES IN THE SCHOOL:**

A successful Volunteer Program does more than help teachers and pupils directly with their work. It improves parent-teacher communication, and has a positive influence on parent's attitudes, enables parents to learn more about instructional procedures, and improves community support for the philosophy, program and resources of the school. (Mr. M. Hedges, O.I.S.E. Personal Research).

## THE FIRST FEW MEETINGS

The very first meeting is all-important. Here you begin to create the kind of atmosphere of mutual respect which makes it possible for learning to take place. All of us, at times, are inclined to overlook some basic ways by which relationships are established. So, examine these items and be sure that you have planned to include them.

1. Learn the child's name and use it often in your conversation with him. He should know that you are interested in him as an individual.
2. Tell him your name. Write it down for him. He should be able to identify you as the "ADULT" who is interested in him.
3. Clarify your schedule. Make sure that you honour the schedule. These youngsters have been disappointed by adults. Let's not add another disappointment nor prove that all adults treat commitments lightly.
4. Outline emergency procedures. (Fire-drill, etc.). Include a safe way home if you tutor somewhere other than in a school building.
5. Try to find out something about your student's interests, hobbies, school success or lack of it. Whatever questions you ask should arise out of natural conversation, and should not be a grilling session.

A good way to get this type of information is to spend some time in casual conversation right after introductions are made. Tune in very carefully on:

What he talks about.  
What television programs he watches.  
How he reacts when certain subjects are mentioned.

You may want to take notes for teacher after the child has left. We can use this information later to good advantage.

When he leaves, he should, depending on the circumstances:

Have your name and his schedule on a card or in an envelope which will be his for the duration of the program.

Feel that you are looking forward to seeing him at the next session.

Have some idea of what was accomplished during the first meeting and be praised for it.

Have some idea of what you will do next time.

After this session, we can expect to have some of the following:

How well the student verbalizes.

Some insight as to how he reacts to new adults.

Some idea about his hobbies, family, friends.

Some idea of his academic strengths and weaknesses.

Information which you get from this sort of inventory may surprise or shock you. Remember that it gives you a background or frame of reference in which to function with your student. The best thing to do with the information is to keep it in mind as you work with the child. Any information you have about the child MUST be kept in CONFIDENCE; although, sharing pertinent items with the teacher with whom you are working can be invaluable to all three of you.

## VOLUNTEER EVALUATION

Date \_\_\_\_\_ Area of Service \_\_\_\_\_

Remedial	_____
Class	_____
Library	_____
Field Trips	_____
Other	_____

No. of hours per week \_\_\_\_\_

Day(s) of week \_\_\_\_\_ A.M. \_\_\_\_\_ P.M. \_\_\_\_\_

Length of service - from \_\_\_\_\_ to \_\_\_\_\_

(Please comment)

A. ORIENTATION

1. The purposes and procedures of the program were explained.
2. Did you attend the general orientation meeting?  
Yes \_\_\_\_\_ No \_\_\_\_\_
3. The orientation program helped me to understand the volunteer role.
4. Please make any suggestions for improving orientation.

B. PLACEMENT

1. Were you placed according to your interests?
2. Were you placed according to your abilities?  
Please specify.
3. Do you feel free to request a reassignment?
4. If not, please make suggestions.

C. AREA OF SERVICE

1. Do you feel the explanations given were - adequate  
- unnecessary  
- insufficient
2. Please comment on above.
3. What aspects of your work do you find most rewarding?
4. What aspects of your work do you find least rewarding?
5. Did the staff seem to appreciate your efforts?
6. Are you interested in volunteering next year?
7. If so, would you like to stay in the same area of service?

D. RECOMMENDATIONS

1. How do you think this program can be improved?
2. Are there any other areas in which you feel volunteers could improve the school?



## KINDS OF SERVICES

1. General help in the school, in the classroom, in the school volunteer offices.

1. In the School:

- A. Simple routines requiring minimal training:

- i). Assisting in lunchroom, play yard, after-school recreational activities, hall patrol, etc.
    - ii). Registration of pre-kindergarten, kindergarten, and first grade children.
    - iii). Assisting at beginning of day and at dismissal time.
    - iv). Collecting and counting money.
    - v). Acting as chaperones at extra-curricular events.
    - vi). Distributing material in teachers' letter boxes.
    - vii). Planning and supervising grade parties.

- B. Services requiring some talent, skill or technical training:

- i). Making posters.
    - ii). Setting up hall display cases.
    - iii). Clerical chores - alphabetizing, filing, typing, duplicating materials.
    - iv). Assisting in health program: polio inoculations, audio-meter tests, vision tests, first aid, referrals to dental clinics, etc.
    - v). Helping with inventories of books and supplies.
    - vi). Taking charge of maintaining, setting up and operating audio-visual aids.
    - vii). Assisting the school nurse.

viii) Preparing instructional materials requested by staff.

2. Services requiring special talent, skill or training:

- i) Organizing and operating the school library during the school day, during the lunch hour, before and after school.
- ii) Assisting in dramatics: directing, staging, making costumes and scenery, coaching.
- iii) Assisting in existing after-school club activities or sponsoring new ones: stamp or coin collecting, photography, gardening, knitting, sewing, arts and crafts, science, woodworking, sports, dramatics, dancing, etc.
- iv) Assisting in school-wide program: music, art, dance.
- v) Assisting in assembly programs.
- vi) Assisting in programs at lunch time.

3. In the classroom:

A. Simple routines requiring minimal training:

- i) Assisting young children in taking off and putting on outer clothing.
- ii) Assisting in household chores - tidying classroom, closets, watering plants, etc.
- iii) Assisting in decorating rooms - cutting mats for pictures, changing pictures on bulletin board, mounting samples of pupils' work, holiday displays, etc.
- iv) Distributing books and supplies.
- v) Helping children with simple arts and crafts.
- vi) Helping in preparation of materials, flash cards, charts, bean bags, art materials.
- vii) Arranging and helping to supervise class trips.
- viii) Putting work on board.

ix) Obtaining designated material for class units.

x) Writing notices to parents.

xi) Arranging for parent-teacher interviews.

B. Services requiring some talent, skill, or technical training:

i) Compiling a picture file for use in class units.

ii) Cataloguing magazine and newspaper articles pertaining to class units.

iii) Setting up simple science experiments.

iv) Acting as listeners for children who need much oral reading practice.

v) Reading to a small group.

vi) Conducting special drills in arithmetic, spelling, etc.

vii) Typing needed materials.

C. Services requiring special talent, skill or training:

i) Keeping chemicals in order in laboratories and helping in science classes.

ii) Helping with arts and crafts, music, physical education, dancing, sewing, construction, etc.

iii) Organizing and supervising a classroom library.

iv) Arranging special holiday programs.

v) Acting as interpreters for non-English speaking students.

vi) Providing special help to children below grade in subject areas.

## 4. In the school volunteer office:

- i) Maintaining a file on volunteer services in the school.
- ii) Maintaining a file of services requested by the school or by the teachers.
- iii) Doing necessary clerical and administration work in relation to the school volunteer program.
- iv) Maintaining a file of community resources (both physical and human) available to the school.
- v) Setting up and maintaining a file of trips for school groups.
- vi) Taking care of all details connected with the assignment of volunteers.
- vii) Participating in community recruitment campaigns.
- viii) Organizing and maintaining all books and materials in the school volunteer office.
- ix) Arranging for visitors to observe the school volunteer program.
- x) Establishing contact with parents of children in the program to enlist their support and co-operation.
- xi) Working with local parent associations in organizing and running a parent education program aimed at involving parents in school activities and in certain aspects of the school volunteer program within the school.
- xii) Preparing simple reading or arithmetic materials for use in the home, or enlisting the aid of parents in the school in the preparation of materials.

## 5. Special Individual Help Programs:

- i) Reading help for students with reading difficulties.
- ii) Conversational English for non-English speaking children.

iii) Tutorial help in other subject areas.

These programs require more training than is required for other kinds of activity.

N.B. Volunteers in these programs should be prepared to give more time each week than might be required for other kinds of activity.

Since these are individual help programs on which both the child and the teacher will depend, reliability and continuity of service is essential for desirable result.

6. Enrichment:

- i) Speaking to classes about a particular subject in which volunteer is in authority.
- ii) Acting as resource people for science, social studies, and other units in the curriculum.
- iii) Showing slides and films of trips taken.
- iv) Doing special musical, art, or dance performances.
- v) Conducting children on tours of industrial plants and other places of special interests.
- vi) Speaking to class on career opportunities.
- vii) Displaying special collections: stamps, art, photographs, costumes, dolls, automobile or ship models, autographs, etc.

APPENDIX D

The Leeds and Grenville County  
of Education

Policy Statement

Community Use of School Properties

Use of School Grounds

Alcoholic Beverages

Conditions and Regulations for use of  
School

Community Use of Schools

Classes of Usage and Charges

Rental Fees

## THE LEEDS AND GRENVILLE COUNTY BOARD OF EDUCATION

POLICY STATEMENTCOMMUNITY USE OF SCHOOL PROPERTIES

The Board permits and encourages the use of the schools by community organizations according to the following guidelines:

1. Where the purpose of the event is educational and/or cultural, and where there is no admission fee, the Board will not charge rent.
2. Where the purpose of the event is to raise money, and where admission is charged, the Board may charge rent according to a fee schedule approved by the Board.
3. The person representing the community organization who will be responsible for the care of the Board's property must be clearly defined. Property damage will be this person's responsibility.
4. The community organization shall contact and make the necessary arrangements with the principal of the school.
5. At the discretion of the principal, the custodial staff of the school may be required for setting up before the event, for supervision, and for clean-up after the event; in such a case an additional minimum fee may be levied.
6. Hours of use shall be in accordance with regulations approved by the Board.
7. Administrative offices shall not be available to any organization.
8. Athletic equipment and supplies, and the use of technical equipment, shall be under the supervision of a person approved by the principal of the school concerned.
9. A custodian or a person approved by the principal as supervisor, shall be in charge of the premises at all times and his instructions shall be followed by the group using the premises.

Approved at the Board Meeting

of \_\_\_\_\_

## THE LEEDS AND GRENVILLE COUNTY BOARD OF EDUCATION

POLICY STATEMENTUSE OF SCHOOL GROUNDS

Use of school grounds by the public is encouraged by the Board, provided that such activities do not impede the primary educational purpose of the school, and do not damage or mar school property, endanger others using the facilities, or create a nuisance with the school neighbourhood.

Approved at the Board Meeting  
of August 27, 1973.



## THE LEEDS AND GRENVILLE COUNTY BOARD OF EDUCATION

POLICY STATEMENT

## ALCOHOLIC BEVERAGES

(Use of in schools)

It is the view of the Board that the consumption of alcohol has nothing to do with the educational purposes.

Despite the fact that the Board recognizes that the use of alcoholic beverages in moderation is accepted in society, the Board does not approve of its consumption on school premises. However, exceptions to this policy for service clubs and community organizations for special occasions may be considered by the Board.

Rules and Regulations

1. Requests should be received two months in advance of the date the school is desired.
2. Requests for use of schools under this policy, 5000-1, shall be made in writing to the local Trustee in care of the Board Secretary, The Leeds and Grenville County Board of Education, 125 Stewart Blvd., Brockville, Ontario. K6V 4W4.
3. The Trustee shall refer the request to the Property Committee with his/her recommendation as soon as possible.
4. The Property Committee shall put forward its recommendation as soon as possible for Board action.

Policy approved at Board  
Meeting of December 10, 1973.

Rules and regulations  
approved at Board Meeting  
of February 11, 1974.

## THE LEEDS AND GRENVILLE COUNTY BOARD OF EDUCATION

CONDITIONS AND REGULATIONS FOR USE OF SCHOOLS

THE FOLLOWING CONDITIONS AND REGULATIONS CONSTITUTE PART OF THE PERMIT FOR USE OF A SCHOOL BY THE COMMUNITY:

1. The applicant shall be responsible for the enforcement of the regulations listed herein both in respect to members and guests of the applicant and by members of the public attending functions conducted by the applicant.
2. The applicant undertakes that the use of any facilities under this permit will be so conducted as to create the minimum interference with normal school operation.
3. The applicant will be responsible for any and all damage or unusual "wear and tear" to school property arising out of use under this permit.
4. The Caretaker, or such other employee as the Board may designate, shall be at all times in charge of the premises, and persons using the schools are expected to give him full co-operation.
5. The building must be vacated by the time shown on the permit which shall in no case be later than 11:59 o'clock p.m. unless by special permission of the Director of Education for school activities, and the Superintendent of Business for other activities.
6. The applicant will protect, indemnify and save harmless the Board of Education, its servants or agents, from all claims for damages that may arise out of the use of buildings by the applicant. The Lessee will assume all responsibility for damage, infringement of royalty rights, charges of slander, sedition and subversion which may occur as a result of public performance or speeches.
7. An admission fee may be charged for an event only if particulars of such fees are set out in the permit.
8. Aisles and exits must be kept free from obstruction in case of fire or panic.
9. No alcoholic beverages will be allowed or consumed on school premises.

10. No smoking will be allowed in any part of the building other than in such areas, if any, as the Board has designated for that purpose.
11. The members of any group or organization or spectators who are minors must while on the school premises, be under the immediate supervision and control of adults who will undertake personally to be responsible to the Caretaker for the due observance of the requirements of the Board. Where school accommodation is allotted for the use of junior groups, large groups must be supervised by more than one adult. If the program requires the use of more than one room, the organization holding the permit must provide one adult supervisor for each room in use.
12. The Caretaker is to be advised when chairs and other Board-owned furniture and equipment are required, and it shall be his responsibility for their being set up and subsequently removed.
13. All equipment and supplies brought in by the applicant for temporary use, must be removed without delay.
14. Rubber-soled shoes must be worn in gymnasiums of auditoriums for gymnastics or sporting activities. The application of powder, wax, or any other preparation to gymnasium or auditorium floors for dancing purposes is prohibited.
15. The following activities are prohibited: (a) the playing of floor hockey inside a school building; (b) the playing of hardball on school grounds; (c) the playing of handball against a school building; (d) the playing of golf.
16. Vehicles must be parked in designated areas only.
17. The applicant shall be required to contact the principal or staff member designated by him, at least one week in advance of use to complete arrangements as to parking, use of stage lighting, public address systems, projector and provision of student assistants (in Secondary Schools).
18. The types of stage sets, decorations and attachments to be used in the school shall be subject to the approval of the school principal.
19. It is expressly required in regard to any theatrical performance being sponsored by a school or outside

organization: (a) that no flammable object or liquid be used for any purpose or brought on to the property; (b) that all decoration be of a non-flammable material or treated with such retardant as is approved by the Ontario Fire Marshal; (c) that all props, displays or other materials used on stage, in the wings, in prop areas or elsewhere in the building do not block or hinder exitways; (d) that, when requested the applicant agrees to pay the cost of a fire attendant whose duty it shall be to ensure that the fire precautions heretofore outlined are strictly adhered to.

20. The Board will light and heat. The applicant must pay such fees for extra work by caretakers, projectionists, kitchen staff, etc., and for use of equipment, as the Board may determine to be necessary.
21. The event must not be advertised until the application has been approved.
22. The general term of yearly permits shall be from September 15 to June 15 in the current year of issue with the exception of Christmas and mid-term holidays, when school buildings will be closed for necessary repairs and cleaning.
23. The Board reserves the right to revise rates under its schedule of rental fees at any time, subject to reasonable notice being given by the Board to the applicant.
24. The Board reserves the right to restrict the use of the school buildings to activities which are considered by the Board to be in keeping with educational pursuits.
25. The permit is not transferable.
26. The applicant understands and agrees that a permit may be revoked or cancelled at any time and that in the event of such revocation or cancellation, there shall be no claim or right to damages or reimbursement on account of any loss, damage, or expense whatsoever. It is further understood that the date of authorized usage may be changed by the Board should the premises be required for school purposes.

# THE LEEDS AND GRENVILLE COUNTY BOARD OF EDUCATION

## COMMUNITY USE OF SCHOOLS

### CLASSES OF USAGE AND CHARGES

#### Introduction:

The following categories (with examples) are intended to give guidance to school principals in regard to charges relating to the use of the schools by organizations. Unusual circumstances such as events sponsored by individuals, or groups requesting prolonged contracts will be considered separately.

#### A. NON-PROFIT EVENTS

#### CHARGES

##### 1. Educational and Recreation

e.g. School Committees, Home and School, Scouts, Cubs, Guides, Brownies, YM-YWCA, Historical and Horticultural Assocs., Theatre Guild rehearsals, Operatic Society rehearsals, Youth Groups, Hospital Graduation Exercises, 4-H Clubs, etc.

No charge

##### 2. Municipal Departments

e.g. Recreation Committee, Trustees' meetings, Fire Department Meetings, etc.

No charge

##### 3. Community Events (not sponsored under 1 and 2)

e.g. Community Social Events, Dances, Pageants, Ontario Registered Music Teachers' Assoc., Weight Watchers, Lo-Cal Club, Square Dances, Snowmobile Parties, etc.

Caretaking, but no rental fee.

##### 4. Religious Organizations, Fraternal and Service Clubs, Political Meetings

e.g. Vacation Church School, Church Concerts, Interdenominational events, Political Candidates' meetings, etc.

Caretaking, but no rental fee.

## CHARGES

B. PROFIT-MAKING EVENTS

1. Fund-raising functions (where profits are donated to community purposes). e.g. Card Parties, Euchres, Bingos.

Caretaking,  
but no  
rental fee.

2. Commercial or Non-community Events

Caretaking  
plus rental  
fees (see  
page 3)

The rates for caretaking are \$3.50 an hour for straight time and \$5.00 an hour for overtime, subject to change.

## THE LEEDS AND GRENVILLE COUNTY BOARD OF EDUCATION

RENTAL FEES

For Use of Schools by Organizations  
(where applicable)

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Single gymnasium or general purpose room, without chairs	\$10.00
Single gymnasium or general purpose room with chairs	25.00
Double gymnasium, without chairs	15.00
Double gymnasium with chairs	40.00
Cafeteria, without kitchen	15.00
Lecture room	20.00
Auditorium (B.C.I.)	50.00
Classroom	3.00

The above rates apply to use of a half-day or an evening. Where the use covers an entire day, the rate will be doubled.

The organization will also be charged for any extra cost incurred by the Board for caretakers' time. The rates are \$3.50 for straight time and \$5.00 for overtime, subject to change.

August 10, 1972.





大正  
四年  
四月  
五日  
禮拜  
日

